MAY 1 91941

# ORISSA

IN

# 1936-37 to 1938-39

BY

RAI SAHIB JADU NATH MAHAPATRA
*Orissa Civil Service*

LIBRARY OF THE ROYAL ASIATIC SOCIETY

00133096

SUPERINTENDENT, GOVERNMENT PRESS
CUTTACK, ORISSA
1941

*[Price—Rs. 3-10-0.]*

Digitized with financial assistance from

Government of Maharashtra

on 30 January, 2020

# ORISSA

IN

# 1936-37 to 1938-39

BY

RAI SAHIB JADU NATH MAHAPATRA
*Orissa Civil Service*

133096

10
1
1

SUPERINTENDENT, GOVERNMENT PRESS
CUTTACK, ORISSA
1941

# LIST OF AGENTS

## Authorised to sell Orissa Government Publications.

| TOWNS. | NAMES. |
|---|---|
| Berhampur (Ganjam) | Sriman Raghunath Sahoo, Manager, Prajabandhu Press, Berhampur. |
| Bombay ... | New Book Company, Book-seller, etc., "Kitab Mahal", 188-90, Hornby Road, Bombay. |
| Cuttack ... | R. K. Das & Co., Chandnichauk, Cuttack. |
| | The Students' Stores, Cuttack Branch, Cuttack. |
| | The Utkal Book Agency, Ranihat, Cuttack. |
| Calcutta ... | Thacker Spink & Co , 3, Esplanade East, Calcutta. |
| | S. K. Lahiri & Co., College Street, Calcutta. |
| Lahore ... ... | Ramkrishna and Sons, Anarkali, Lahore. |
| New Delhi ... | Oxford Book and Stationery Co., New Delhi. |
| Patna ... ... | Raghunath Prasad and Sons, Padri-Ki-Haveli, Patna City. |

## NOTICE.

The task of preparing this book has been entrusted to Rai Sahib Jadu Nath Mahapatra, Orissa Civil Service, and it is now published under authority and with the general approval of the Government of Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

## PREFATORY NOTE.

Although it is customary with Provincial Governments to publish each year a consolidated report of all branches of their administration for each financial year, publication of such a record by the new Government of Orissa was unavoidably deferred. A short summary of the administration of Orissa was, however, recorded for the partial period from 1st April 1936 to 31st December. The present volume generally gives a complete review of the activities in different branches of administration of Orissa for the three financial years (1936-37 to 1938-39) but in a few instances, e.g., Police, Jails, etc., a review of the important events during the three calendar years (1936 to 1938) has been recorded on the basis of the materials furnished by the departmental administration reports for those years.

# CONTENTS.


| | Pages. |
|---|---|
| Prefatory note .. .. .. .. | iii |
| List of Illustrations and Map .. .. .. | vii |
| Chapter contents .. .. .. .. | ix |
| CHAPTER I. | |
| Political and General events .. .. .. | 1 |
| CHAPTER II. | |
| Finance .. .. .. .. .. | 25 |
| CHAPTER III. | |
| The Legislature .. .. .. .. | 33 |
| CHAPTER IV. | |
| Local Self-Government .. .. .. | 41 |
| CHAPTER V. | |
| Education .. .. .. .. .. | 55 |
| CHAPTER VI. | |
| Public Health and Medical Relief .. .. | 71 |
| CHAPTER VII. | |
| Maintenance of Peace, Administration of Justice, Jails and Registration. .. | 87 |
| CHAPTER VIII. | |
| Excise and Salt .. .. .. .. | 102 |
| CHAPTER IX. | |
| The Land and the People .. .. .. | 109 |
| CHAPTER X. | |
| Agriculture, Livestock and Co-operation .. .. | 137 |
| CHAPTER XI. | |
| Commerce and Industry .. .. .. | 157 |

## APPENDIX I.


| | Pages. |
|---|---|
| A.—The Governor .. .. .. .. | i |
| B.—Ministers .. .. .. .. | i |
| C.—Parliamentary Secretaries .. .. .. | i |
| D.—Members of the Council of State from Orissa .. | i |
| E.—Members of the Central Legislative Assembly from Orissa. .. | i |
| F.—Members of the Orissa Legislative Assembly .. | i |
| G.—The Orissa Legislative Assembly .. .. | iii |


## APPENDIX II.


| | |
|---|---|
| General Abstract of Actual Revenue, Receipts and Expenditure. .. | iv |


## APPENDIX III.


| | |
|---|---|
| A.—Speech delivered by His Excellency Sir John Hubback on the 1st April 1936 at the inception of the new Province of Orissa at Cuttack. | vi |
| B.—Speech delivered by His Excellency Sir John Hubback on the 8th May 1936 as President of the Orissa Advisory Council at its first meeting at Puri. | ix |
| C.—Speech delivered by His Excellency Sir John Hubback before the members of the Orissa Legislative Assembly on the 30th August 1937 at its first session held in the Ravenshaw College Hall at Cuttack. | x |


## APPENDIX IV.


| | |
|---|---|
| Sources of information available to public .. | xiii |
| Glossary .. .. .. .. .. | xv |

## LIST OF ILLUSTRATIONS AND MAP.


| | | PAGE. |
|---|---|---|
| 1. | His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., First Governer of Orissa .. .. | Frontispiece. |
| 2. | Volunteers watching a tank reserved for drinking purpose at Atri Mela (Puri district) .. .. | 75 |
| 3. | Bridge over the Monaguni river in the district of Puri | 134 |
| 4. | Reinforced concrete bridge crossing the Burrah river near Jajpur in the district of Cuttack .. .. | 135 |
| 5. | Flood-resistant paddy at Kujang Farm in the district of Cuttack .. .. .. .. | 142 |
| 6. | Hariana herd of cattle (Cuttack Farm) .. .. | 147 |
| 7. | Filigree works in Cuttack town .. .. | 164 |
| 8. | Map of the Province of Orissa .. .. | At the end. |

## CHAPTER CONTENTS.

### CHAPTER I.

POLITICAL AND GENERAL EVENTS.


| | PAGE. |
|---|---|
| History of separation .. | 1 |
| The Province .. | 3 |
| Constitution.. .. | 4 |
| Preliminary arrangements. .. .. | 5 |
| Orissa Secretariat .. | 6 |
| Elections .. .. | 7 |
| Electoral rolls .. | 7 |
| The Poll .. .. | 8 |
| Analysis of voting .. | 8 |
| Parties and Electioneering .. .. | 9 |
| By-elections .. | 10 |
| Acceptance of Office .. | 11 |
| Administration .. | 12 |
| His Excellency the Governor's tours .. | 13 |
| Communal relations .. | 15 |
| Political crime .. | 15 |
| Railway Strike .. | 15 |
| The Kisan movement .. | 15 |
| Agitation among students .. .. | 18 |
| Important events outside India.. .. | 18 |
| Local events .. | 18 |
| Secretariat Re-organisation Committee .. | 19 |
| Press Committee .. | 19 |
| Partially Excluded Areas Committee .. | 19 |
| The Press .. | 19 |
| Cyclone .. .. | 21 |


### CHAPTER I—*concld.*


| | PAGE. |
|---|---|
| Public Service Commission .. .. | 22 |
| Capital site .. .. | 22 |


### CHAPTER II.

FINANCE.


| | |
|---|---|
| Financial position of Orissa .. .. | 25 |
| Financial settlement .. | 25 |
| Orissa, 'a deficit' Province .. .. | 26 |
| Budget, 1936-37 .. | 26 |
| Subvention .. .. | 26 |
| Finance Committee .. | 27 |
| Sir Otto Niemeyer's Award .. .. | 27 |
| Result of the Award .. | 29 |
| 'On Account' Budget, 1937-38 .. .. | 29 |
| Effect of Sir Otto Niemeyer's Award .. | 29 |
| Budget, 1937-38 .. | 30 |
| Budget, 1938-39 .. | 31 |
| Retrenchment Committee | 31 |


### CHAPTER III.

THE LEGISLATURE.


| | |
|---|---|
| Legislation during the transitional period .. | 33 |
| The Legislative Assembly | 35 |
| Bills passed .. | 35 |
| Other Bills .. .. | 38 |
| Questions .. .. | 38 |
| Resolutions .. .. | 39 |
| Adjournment motions .. | 39 |
| The Budget .. | 40 |
| Committees .. .. | 40 |

## CHAPTER IV.

### Local Self-Government.


| | Page. |
|---|---|
| Administration .. | 41 |
| District Boards in North Orissa .. | 41 |
| Local Boards .. | 41 |
| Union Committees and Union Boards .. | 42 |
| Income and Expenditure | 42 |
| Educational activities .. | 43 |
| Public Health .. | 43 |
| Water Hyacinth .. | 44 |
| Communications .. | 45 |
| Veterinary .. .. | 45 |
| General .. .. | 45 |
| District Boards in South Orissa .. .. | 45 |
| The Agency District Board of Koraput .. | 47 |
| Municipalities in North Orissa .. .. | 48 |
| Financial position .. | 49 |
| Education .. .. | 50 |
| Outdoor administration | 50 |
| Roads and Lights .. | 51 |
| Municipalities in South Orissa .. .. | 51 |
| Income and Expenditure .. .. | 52 |
| Public Health .. | 53 |
| Communications .. | 53 |
| General .. .. | 53 |


## CHAPTER V.

### Education.


| | |
|---|---|
| General .. .. | 55 |
| University and College education .. | 56 |
| Professional Colleges .. | 57 |


## CHAPTER V—*concld.*


| | Page. |
|---|---|
| Secondary education .. | 57 |
| Primary education .. | 59 |
| Concentration .. | 60 |
| Classification .. | 60 |
| Oriental studies .. | 62 |
| Technical, Trade and Vocational Schools .. | 62 |
| Training of teachers .. | 63 |
| Female education .. | 64 |
| Education of Anglo-Indians and Europeans .. .. | 66 |
| Education of Muslims .. | 66 |
| Education of aborigines, scheduled castes and other backward classes | 67 |
| Education of defectives | 69 |
| Reformatory School .. | 69 |
| Miscellaneous .. | 69 |


## CHAPTER VI.

### Public Health and Medical Relief.


| | |
|---|---|
| Public Health Staff .. | 71 |
| Vital statistics .. | 71 |
| Incidence of diseases .. | 73 |
| Malaria .. .. | 73 |
| Cholera .. .. | 74 |
| Smallpox .. | 75 |
| Plague .. .. | 76 |
| Dysentery and Diarrhoea .. .. | 76 |
| Respiratory diseases .. | 77 |
| Jhin-Jhinia .. .. | 77 |
| Medical examination of scholars .. .. | 78 |
| Health propaganda .. | 79 |
| Public Health Circle .. | 79 |

CHAPTER VI—*concld.*


| | PAGE. |
|---|---|
| Administration .. | 80 |
| Hospitals and Dispensaries .. .. | 80 |
| Finance .. .. | 81 |
| Medical relief in rural areas .. .. | 82 |
| Treatment of special diseases .. .. | 82 |
| Leprosy .. .. | 83 |
| Anti-rabic treatment .. | 83 |
| Pathological and Bacteriological Laboratory | 84 |
| Medical education .. | 84 |
| Medical aid to women, midwives and dais .. | 85 |
| Maternity and child-welfare .. .. | 85 |
| Miscellaneous .. | 86 |


CHAPTER VII.

MAINTENANCE OF PEACE, ADMINISTRATION OF JUSTICE, JAILS AND REGISTRATION.


| | |
|---|---|
| Administration .. | 87 |
| Special duties .. | 87 |
| Strength of the Force .. | 88 |
| The public and the police .. .. | 88 |
| Literacy .. .. | 88 |
| Angul Training School .. | 89 |
| The health of the Force.. | 89 |
| Rewards and punishments .. .. | 89 |
| Village police .. | 89 |
| Crimes .. .. | 90 |
| Rioting .. .. | 90 |
| Burglary .. .. | 90 |
| Robbery .. .. | 90 |
| Dacoities .. .. | 90 |


CHAPTER VII—*concld.*


| | PAGE. |
|---|---|
| Murder .. .. | 90 |
| Ordinary theft .. | 91 |
| False cases .. .. | 91 |
| Railway crime .. | 91 |
| Criminal Intelligence Bureau .. .. | 91 |
| The criminal tribes .. | 92 |
| Motor vehicles .. | 92 |
| Statistics .. .. | 92 |
| Magisterial staff .. | 93 |
| Criminal justice .. | 93 |
| Judicial division .. | 93 |
| Courts of Sessions .. | 93 |
| Trial by Jury .. | 94 |
| High Court .. .. | 94 |
| Appeals .. .. | 94 |
| Appellate Courts subordinate to the High Court .. .. | 95 |
| Panchayat and village Magistrates' Courts .. | 95 |
| Civil Judicial Staff .. | 95 |
| Civil Justice.. .. | 95 |
| Civil appeals .. | 95 |
| Panchayat and village Courts .. .. | 96 |
| Agency tracts .. | 96 |
| Effect of the recent legislation.. .. | 96 |
| Administration .. | 96 |
| Jails and sub-jails .. | 96 |
| Jail gardens, dairies and manufacture .. | 97 |
| Education .. .. | 98 |
| Discipline .. .. | 98 |
| Health .. .. | 98 |
| Outstanding events .. | 98 |
| Statistics .. .. | 98 |
| Registration.. .. | 99 |
| Income and expenditure | 100 |

## CHAPTER VIII.

### Excise and Salt.


| | Page. |
|---|---|
| The Excise Department | 102 |
| Excise revenue .. | 102 |
| Country spirit .. | 103 |
| Potable foreign liquors .. | 104 |
| Pachwai .. .. | 104 |
| Tari .. .. | 104 |
| Hemp drugs .. | 105 |
| Bhang .. .. | 106 |
| Opium .. .. | 106 |
| Excise offences .. | 106 |
| Salt administration .. | 107 |
| Preventive measures .. | 107 |
| Salt industry .. | 108 |


## CHAPTER IX.

### The Land and the People.


| | |
|---|---|
| General .. .. | 109 |
| Land revenue in North Orissa .. .. | 109 |
| Cess .. .. | 112 |
| Remittance of rent by money order .. | 112 |
| Relations between the landlords and the tenants .. .. | 112 |
| Survey and settlement operations. .. | 113 |
| Land revenue system .. | 114 |
| Resettlement .. | 115 |
| Recovery of revenue and rent .. .. | 115 |
| Rights of tenants .. | 116 |
| Peshkush .. .. | 116 |
| Quit-rent .. .. | 117 |
| Collection .. .. | 117 |
| Coercive measures .. | 118 |
| The Madras Estates Land Act .. .. | 119 |


## CHAPTER IX—*concld.*


| | Page. |
|---|---|
| Relations between the landlords and the tenants .. .. | 119 |
| Government Estates .. | 120 |
| Management of Wards Estates .. .. | 120 |
| Wards Estates in North Orissa .. .. | 120 |
| Wards Estates in South Orissa .. .. | 122 |
| Financial condition .. | 122 |
| Education .. .. | 123 |
| Miscellaneous .. | 123 |
| Sambalpur Land Laws Committee .. | 123 |
| Forests .. .. | 124 |
| Finance .. .. | 125 |
| Research work .. | 126 |
| Commercial activities .. | 127 |
| Forest offences .. | 129 |
| Fire protection .. | 129 |
| Protection from cattle .. | 129 |
| Forest education .. | 130 |
| Miscellaneous .. | 130 |
| Administration .. | 130 |
| Irrigation .. .. | 131 |
| Embankments .. | 133 |
| Floods .. .. | 133 |
| Flood Advisory Committee .. .. | 134 |
| Communications .. | 134 |
| Capital construction works .. .. | 135 |


## CHAPTER X.

### Agriculture, Livestock and Co-operation.


| | |
|---|---|
| Administration .. | 137 |
| Weather conditions .. | 137 |

CHAPTER X—*contd.*


| | PAGE. |
|---|---|
| Cropped area .. | 138 |
| Important crops .. | 138 |
| Bhadai crops .. | 138 |
| Rabi crop .. .. | 139 |
| Sugarcane .. .. | 139 |
| Jute .. .. | 139 |
| Castor .. .. | 139 |
| Food stock and condition of the agricultural population .. | 139 |
| Flood relief.. .. | 140 |
| Farms .. .. | 140 |
| Agricultural marketing .. | 142 |
| Agricultural education .. | 143 |
| Research and experimental work .. | 143 |
| Well-boring section .. | 145 |
| Propaganda .. | 145 |
| Finance .. .. | 146 |
| Veterinary Department.. | 146 |
| Cattle diseases and their treatment .. | 147 |
| Veterinary Hospitals .. | 147 |
| Livestock .. .. | 147 |
| Cattle shows .. | 148 |
| Propaganda .. | 148 |
| Prevention of cruelty to animals .. | 148 |
| Veterinary training .. | 148 |
| Co-operative administration and its changes .. | 149 |
| Expenditure .. | 150 |
| Financial position .. | 150 |
| The Provincial Co-operative Bank .. | 151 |
| The Provincial Co-operative Land Mortgage Bank .. .. | 151 |
| Central Banks .. | 151 |
| Loans .. .. | 152 |
| Agricultural Societies .. | 152 |


CHAPTER X—*concld.*


| | PAGE. |
|---|---|
| Grain Golas .. | 152 |
| Purchase—Purchase and Sale Societies .. | 153 |
| Production and Sale Societies .. .. | 153 |
| Marketing .. .. | 154 |
| Guarantee Unions .. | 155 |
| Subsidiary activities .. | 155 |
| General .. .. | 155 |
| Rural development .. | 156 |


CHAPTER XI.

COMMERCE AND INDUSTRY.


| | |
|---|---|
| Mineral resources .. | 157 |
| Factories .. .. | 158 |
| Registered Companies and Associations .. | 159 |
| The Indian Partnership Act, 1932 .. | 159 |
| The Trade Unions Act, 1926 .. .. | 160 |
| The Workmen's Compensation Act, 1923 .. | 160 |
| Electricity .. .. | 160 |
| The Department of Industries .. .. | 160 |
| Finance .. .. | 161 |
| Technical and industrial education .. | 161 |
| The Orissa School of Engineering .. | 162 |
| Handloom weaving .. | 162 |
| Survey of industries .. | 163 |
| Pisciculture .. .. | 163 |
| Fish-curing .. .. | 164 |
| Biological investigations into the Chilka Fishery | 164 |
| Commercial Intelligence | 164 |
| Cost of living .. | 164 |
| Maritime trade and ports .. .. | 165 |

**His Excellency Sir JOHN AUSTEN HUBBACK,**
**K.C.S.I., I.C.S.,**
**First Governor of Orissa.**

## CHAPTER I.

### Political and general events.

History of separation.

For many years the Oriyas had pressed their legitimate demand for the amalgamation of all the Oriya-speaking tracts on the ground of a common race, a common language and a common culture. As a result of this long-sustained movement the Government of India recognised, so far back as 1903, the principle of bringing in all the scattered Oriya-speaking population under one administrative unit.

In 1905 the transfer of Sambalpur from the Central Provinces to the Orissa Division of the province of Bengal stimulated the hope of the Oriyas. That hope was further strengthened by the formation of the province of Bihar and Orissa in 1912. Although the status of Orissa was markedly improved by the creation of the province of Bihar and Orissa, yet it by no means satisfied the aspirations of the Oriyas. As a result of the advocacy of their leaders the Montagu-Chelmsford Report on Constitutional Reforms displayed some measure of sympathy to the Oriyas' desire for a separate administration and a suggestion was made to the Provincial Governments concerned for an early consideration of the question of re-distribution of provinces on a linguistic basis.

After the proposals of the Montagu Report had led to the passing of the Government of India Act, 1919, a resolution recommending the amalgamation of Oriya-speaking tracts was moved and carried in the Bihar and Orissa Legislative Council. It afforded a striking example of the unity of opinions among the representatives of Orissa in that Council.

As a result of this resolution the Provincial Governments concerned were asked to examine the question of separation of Orissa. On receipt of their opinions the Government of India appointed the Philip-Duff Committee to make a detailed enquiry on the spot in order to ascertain the attitude of Oriya-speaking people of the Madras Presidency on the question of their amalgamation with Orissa. The Committee reported that "there was a genuine, long-standing, and deep-seated desire on the part of the educated Oriya classes of the Oriya-speaking tracts for amalgamation of these tracts with Orissa under one administration".

The Report of the Philip-Duff Committee formed the basis of the case presented to the Simon Commission in a memorandum prepared on behalf of the Government of India and accepted by the Government of Bihar and Orissa. As a result of this and still

more of the cordial co-operation of the Oriya leaders with that Commission, Sir John Simon appointed a Sub-Committee with Major Atlee as President to examine the problem. The Statutory Commission described the union which then existed between Orissa and Bihar as "a glaring example of the artificial connection of areas which are not naturally related" and agreed to support the creation of separate administrative unit for Orissa as recommended by the Sub-Committee. The Commission also suggested a "Boundaries Commission" for a re-adjustment of boundaries.

In their Resolution No. F. 12-VI-31 of the 18th September 1931 the Government of India appointed the O'Donnell Committee to examine the question of setting up a separate administration for Orissa from financial and other aspects and to make recommendations regarding the re-adjustment of the boundaries in the event of separation. The Committee recommended that, if the province of Orissa was to be created, it should include the Orissa Division, Angul, the Khariar zamindari of the Raipur district and the greater part of the Ganjam district and of the Vizagapatam Agency tracts.

The question of separation then came up before the Round Table Conferences where the Maharaja of Parlakimedi strongly presented the Oriyas' demand for a separate province for Orissa on the basis of common language and race. It was recognised that "a separate Province of Orissa would perhaps be the most homogeneous province in the whole of British India both racially and linguistically; the communal difficulty is practically non-existent and its claim appears to have the support and sympathy of all parties in India". The White Paper was prepared by the India Office on the basis of the Round Table Conferences' recommendations, which excluded from the proposed province the Jeypore and the Parlakimedi estates. But the Joint Parliamentary Committee in recommending that a separate province of Orissa should be constituted, enlarged its boundaries by the addition of the following areas to those selected by the White Paper to form the new province :—

(*a*) The portion of the Jeypore estate which the Orissa Committee of 1932 recommended should be transferred to Orissa;

(*b*) the Parlakimedi and Jalantra Maliahs; and

(*c*) a small portion of the Parlakimedi estate including Parlakimedi town.

Parliament finally accepted the recommendations of the Joint Committee.

Thus the long-cherished aspirations of the Oriyas eventually materialised and Orissa was given an independent administrative

tatus as a province under section 289(1)(*b*) of the Government of India Act, 1935.

The draft Order in Council constituting Orissa was laid before Parliament on the 21st January 1936 under the title "the Government of India (Constitution of Orissa) Order, 1936". Both Houses of Parliament thereafter in February presented an Address to His Majesty praying that an Order be made, and by and with the advice of His Privy Council His Majesty accordingly made the Order on the 3rd March 1936. The Order took effect on the 1st April 1936—the memorable day in the history of Orissa—on which the new province consisting of the scattered Oriya-speaking tracts lying in Madras, the Central Provinces and Bihar and Orissa, came into being.

The appointment of His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., as the first Governor of the new province caused genuine satisfaction and great joy among all sections of people and he was given a cordial welcome both by the Press and the Public. His Excellency Sir John Hubback was sworn in as the first Governor by the late Hon'ble Sir Courtney Terrel, the Chief Justice, Patna High Court. The important openingceremony held at the Ravenshaw College, Cuttack, was a memorable one on which the greetings conveyed to the people of Orissa by His Majesty the King Emperor, His Excellency the Viceroy and His Excellency the Governor of Bihar were read out amidst great rejoicings. These felicitous messages and the address delivered by His Excellency Sir John Hubback at Cuttack on the 1st April 1936 at the in ception of the new province of Orissa are printed as Appendix III.

**The Province.**

The province of Orissa, as constituted on the 1st April 1936, consists of six districts, namely, Cuttack, Puri, Balasore, Sambalpur, Ganjam and Koraput. The old district of Angul was split up technically into two districts. But since the Collector of Cuttack was "ex-officio appointed" Deputy Commissioner of the "district" of Angul, and the Collector of Ganjam Deputy Commissioner of the "district" of Khondmals, these two tracts were for all practical purposes absorbed into Cuttack and Ganjam respectively. It comprises an area of 32,695 square miles with a population of 8,043,681 drawn from the three provinces of Madras, the Central Provinces and Bihar and Orissa. The details of the area comprised in the province as defined in the first Schedule of Part I to the Government of India (Constitution of Orissa) Order, 1936, are reproduced below :—

(1) That portion of the Province of Bihar and Orissa which is at the date of this Order known as the Orissa Division thereof.

(2) Areas transferred from the Presidency of Madras :—

(*i*) The Ganjam Agency tracts;

(*ii*) the following areas in the non-Agency portion of the Ganjam district, viz., the taluks of Ghumsur, Aska, Surada, Kodala and Chatrapur, and so much of the taluks of Ichapur and Berhampur as lies to the north and west of the line described in Part II of this schedule;

(*iii*) so much of the Parlakimedi estate as lies to the north and east of the said line; and

(*iv*) the following areas in the Vizagapatam district, that is to say, the Jeypore (impartible) estate and so much of the Pottangi taluk as is not included in that estate.

(3) Areas transferred from the Central Provinces :—

(*i*) The Khariar zamindari in the Raipur district; and

(*ii*) the Padampur tract in the Bilaspur district, that is to say, the detached portion of that district consisting of fifty-four villages of the Chandrapur-Padampur estate and also of the following seven villages, namely, Kuhakunda, Badimal, Panchpudgia (Soda), Barhampura (Malguzari), Panchpuragia (Palsada), Jogni and Thakurpali (Jogni).

**Constitution.**

In the first year the province was governed in accordance with certain provisions made in Part III of the Government of India (Constitution of Orissa) Order, 1936, for administration and legislation during the transitional period. As provided in this part there was no Minister or Executive Council and the Governor was deemed for all purposes to be the local Government of Orissa. An Advisory Council consisting of not more than twenty members to be nominated by the Governor was formed under paragraph 9 of the Government of India (Constitution of Orissa) Order, 1936, to advise the Governor on matters referred to them. The provisions of section 71 of the Government of India Act of 1919 [except sub-section (4) thereof] were made applicable to the province during the transitional period. Whenever legislation was found necessary, Regulations were passed by the Governor-General in Council. Although under paragraph 10 contained in Part III of the Government of India (Constitution of Orissa) Order, 1936, the Governor was empowered to appoint one or more paid Advisers to assist him in the administration of the province, His Excellency Sir John

Hubback decided that it was not necessary to appoint any such Adviser and Government, thereforer, emained in 1936 a purely official Government, that is, until the Part III of the Government of India Act, 1935, came into force.

Under paragraph 19 of the Order in Council the Patna High Court continued to be the High Court for the whole of Orissa. To enable the High Court to hear on circuit certain cases of the ex-Madras and ex-Central Provinces areas, clause 35 of the Letters Patent was amended by Regulation 12 of 1936.

**Preliminary arrangement.**

The re-adjustment of territories, separation of records, preparation of budgets for 1936-37, examination of laws in force in different parts which were to be included in the new province, adjustment of service, recruitment of officers for the new province, fixation of cadre and provision of accommodation for the new Secretariat and departmental offices were important problems that had to be settled before Orissa was actually separated from Bihar. A considerable portion of these arrangements had to be done in the Bihar and Orissa Secretariat. Since several local administrative units were split up as a result of the separation, some notifications had to be got ready for issue on the 1st April 1936. Some of the notifications had to be issued under more than one Act; boundaries of districts and subdivisions had to be altered, a new district of Koraput and two new subdivisions of Nawapara and Gunupur had to be opened in the districts of Sambalpur and Koraput respectively, with consequential adjustments in the jurisdiction of police-stations and registration, sub-districts and the delimitation of judgeships and munsifis. All these changes had to be published by simultaneous issue of notifications on the 1st April 1936. In a few cases involving some change of the territorial jurisdiction of the Public Works Department notifications had to be published for the information of the general public. Another important change, already referred to, the splitting up of the Angul district into two separate "districts" of Angul and Khondmals, was effected by two separate Regulations (Angul Laws Regulation and Khondmals Laws Regulation, 1936). With the previous sanction of the Central Government, assignment of functions to the Revenue Commissioner was made under paragraph 16 of the Government of India (Constitution of Orissa) Order, 1936. All these necessary notifications were brought into force by His Excellency the Governor immediately after the assumption of office on the 1st April 1936.

When all these arrangements and legal formalities were over the province started working. In the first year the Government

was fully occupied in the difficult task of reconciling the different systems of administration prevailing in the three component parts of the province. The system disclosed many divergences in detail and some underlying principles. The complex task of unifying the different laws and Regulations which present difficulties in the way of smooth and efficient administration is likely to occupy several years, although a considerable advance to that end has already been made. The administration was also handicapped, at the beginning, partly by the inadequacy of staff and partly by the inexperience of the clerks brought in from the district offices and new recruits. The difficulty of administration was further felt because, among the superior officers, there was not a single one who was familiar with both of the systems of administration and Rules and Regulations in force in the two main tracts constituting the province, i.e., the Bihar and Orissa portion and the Madras portion. As soon as the province started, preparations for elections on the basis of an extended franchise had to be made; problems connected with the introduction of new constitution had to be examined, and Rules of Business and the new financial procedure to be brought into force simultaneously with the inauguration of the Provincial Autonomy had to be framed. In spite of all these difficulties which confronted the administration in the first year of its existence it is gratifying to place on record that considerable progress has been achieved by the Provincial Government in every branch of its administration during the triennial period ending the 31st March 1939.

**Orissa Secretariat.**

With the creation of the province the Orissa Secretariat came into existence on the 1st April 1936 with four Secretaries to Government in charge of eight departments, one Under-Secretary and four Assistant Secretaries. Towards the end of the year 1936 a Registrar was appointed for the Chief Secretary's departments. As the work increased, on the recommendation of the Secretariat Reorganisation Committee of 1937, the Education Department was split up into two, namely, Education and Development. The Revenue and the Development Departments were placed in charge of an Additional Secretary from the 14th November 1938 and this arrangement relieved the Chief Secretary and the Secretary to the Government in the Education, Health and Local Self-Government Departments, of a part of their duties. The post of an Assistant Secretary for the Revenue and Development Departments was also created in 1938-39. There were frequent changes, during the triennium, of officers holding superior posts in the Secretariat, mainly due to the paucity of Indian Civil Service officers allotted to Orissa. The headquarters of the Secretaries remained temporarily at Puri for the first half of 1936-37 after which it was shifted to Cuttack.

With the advent of Provincial Autonomy on the 1st April 1937, the work in every department increased enormously. The staff with which the Secretariat worked during the first year was found to be inadequate and subsequently a large number of additional assistants had to be recruited to cope with the additional work that developed in the departments. As a matter of fact the staff had to be doubled before the 1st April 1939. The Orissa scales of pay for the assistants in the Secretariat were first fixed in 1936-37 but were subsequently revised as a result of the recommendations of the Secretariat Reorganisation Committee and the Retrenchment Committee.

With a view to increasing the efficiency of the Secretariat staff a training class was opened in 1937-38. The Registrar, Orissa Secretariat, has been in charge of this class.

**Elections.**

The province was divided into 47 constituencies out of which 43 were Territorial, including 36 General, four Muhammadan, one Indian Christian and two for Women. There were four Special constituencies, namely, one for Commerce and Industry, two for Land-holders and one for Labour. The general elections took place in January 1937.

**Electoral Rolls.**

Before the province came into existence the preparation of electoral rolls was well advanced. By the 1st October 1936 all the rolls were draft published. Final publication of the rolls of five out of six constituencies in which seats were reserved for the Scheduled Castes was completed by the 30th September and that of the sixth by the 14th October 1936. Final publication of all the rolls was completed by the 20th November 1936.

The total number of electors in the province was 520,584 while in respect of the Special constituencies, viz., Commerce and Industry, Land-holders and Labour, the number was 2,479. The total number of electors in the Muhammadan constituencies was 7,928. The number of women voters was 80,487 which works out at 15 per cent of the total electorate in the General constituencies. The Berhampur General constituency showed the highest percentage (31) of women electors. Two out of the six Scheduled Caste constituencies were not contested. The number of voters in the four contested constituencies was 14,057 out of a total number of 19,453 Scheduled Caste voters. There were 34 electors with trade union qualifications but no woman voter was amongst them.

**The Poll.**

The week from the 18th to the 23rd January 1937 was devoted to polling. There were altogether 262 polling stations with 333 polling booths for recording votes. In North Orissa, police-stations were, as in previous elections, used as polling stations. In South Orissa, where the old Madras system was followed, the Board schools, local fund rest-sheds, salt rest-sheds and bungalows of private estates were utilised for the purpose. The polling was carried out successfully throughout Orissa without any disturbance. Notwithstanding the considerable increase in the electorate, polling arrangements were adequate and no practical difficulty was experienced in the conduct of the elections. Simple and effective measures were taken to guard against deliberate personation and mistaken identity. The success of these precautions is evident from the fact that cases of false personation were very rare, though a very few attempts were reported from the districts of Cuttack and Sambalpur. Only 914 (0·3 per cent) out of 288,514 votes recorded were rejected on account of technical defects. Some cases of innocent personation, where certain persons came to vote in the name of their relations, came to light in the backward areas. At one polling station in the interior of the Angul subdivision about five per cent of the total number of voters who came to the poll wanted to record their brothers' votes and a few wanted to record votes in the names of their wives.

In order to give every facility to the voters to record their votes the six days covered by the poll were declared to be public holidays.

**Analysis of voting.**

Out of a total number of 490,381 voters in the contested constituencies 265,261 recorded valid votes which works out at 54·1 per cent. The fairly high percentage of electors who recorded their votes indicates the extent of political interest and consciousness which the elections aroused. The percentage of votes recorded by the Labour constituency was highest and reached 74·3 per cent. Next came the Indian Christian constituency with 71·8 per cent.

The percentage of male voters in all constituencies who recorded votes was 62·2, the list being headed by the Labour and Indian Christian constituencies with 82·7 and 77·6 per cent respectively.

In the Women's constituencies in Orissa both men and women voted for the female candidates. Taking the two Women's constituencies together (Berhampur town and Cuttack town), 58·3 per cent of the men and 21·7 per cent of the women voters recorded their votes. The highest percentage of female electors

who voted was 64·6 per cent in the Indian Christian constituency followed by 32·2 per cent in the Labour constituency. The generally low percentage of women who exercised their right to votes is attributed mainly to lack of interest in the elections. Other causes were insufficient special arrangements for female voters, dearth of educated women to work as presiding or polling officers and the social custom which debarred them from appearing in public unaccompanied by a male relation.

The total number of valid votes cast by Scheduled Caste voters for the reserved seats of the Scheduled Castes was 10,443 and for the unreserved seats 68,433. Each voter was given two ballot papers which he could distribute between the Scheduled Caste and non-Scheduled Caste candidates or cast both in favour of one candidate, whether of the Scheduled Castes or otherwise. It is, therefore, not possible to estimate accurately how many electors of the Scheduled Castes voted in the four contested constituencies, but it can safely be said that 48 per cent of the total Scheduled Caste voters exercised their right to vote.

**Parties and electioneering.**

In view of the substantial extension of the franchise it will be interesting to see how far the enlarged electorate responded to the appeals of the various political parties. The Legislative Assembly consisted of 56 seats and four nominated seats. For the 56 seats open to contest there were 129 candidates. The main parties which contested the elections were the Congress party, the United party, and the National party while a few candidates stood as 'Independent' and 'No party' candidates. The sixty seats of the Assembly were allocated in the following manner:—

A. Elected—

| | |
|---|---|
| (1) General Rural ... ... | 41 |
| Scheduled Castes ... ... | 6 |
| Women ... ... ... | 2 |
| Land-holders ... ... | 2 |
| (2) Muhammadans ... ... | 4 |
| (3) Christians ... ... ... | 1 |
| B. Seats reserved for nominated representatives of backward tribes. | 4 |
| Total .. | 60 |

The Congress party had the most efficient organisation and had a vast number of well disciplined and active workers who came

in direct contact with the rural masses and were familiar with their needs. They successfully appealed to the masses in the magic name of Mahatma Gandhi. The short tour of Pandit Jawaharlal Nehru in the second week of November 1936 immediately before the elections also exercised a magnetic influence on the minds of the electors in favour of the Congress. The party also carried on effective electioneering with the issue of election songs (Vote Geeti), the holding of meetings in the rural areas, broadcasting of leaflets and posters and the exhibition of portraits of prominent leaders and by leading processions and 'Kirtan' parties along the streets and by eulogising their own candidates and condemning their rivals. Another effective method of electioneering adopted by the party was the issue of a manifesto containing promises of reduction of land revenne, remission of rent, free salt manufa cture, free education for boys and girls and prevention of floods, famine and malaria. The result was that the Congress party captured 36 out of the 40 contested seats. The United party set up 32 candidates but won 6 seats only while the National party won four out of the 19 seats which they contested. The "Independent" and "No party" candidates captured 10 contested seats. The four candidates set up by the Congress party for the six seats reserved for the Scheduled Castes were all successful. Out of the 73 unsuccessful candidates who contested the election, 32 forfeited their deposits.

Although 36 Congress candidates were returned at the general election, one member left the Congress party after the elections, one member of the non-Congress group joined the majority party after signing the Congress pledge and one of the Congress party won an additional seat at a by-election. The result was that the Congress party eventually had 37 members out of 60 in the Legislative Assembly and thus commanded a predominating majority in the Legislature.

An Election Tribunal was constituted to deal with two Election petitions filed after the elections. One was allowed, resulting in a by-election, and the other was dismissed.

**By-Elections.**

During the years 1937-38 and 1938-39, by-elections were necessary in respect of the East Orissa Land-holders, the North Kendrapara General and the Angul General constituencies. A non-Congress candidate was returned unopposed from the East Orissa Land-holders constituency and a Congress candidate from the Angul General constituency. The election to the North Kendrapara General constituency was contested by three candidates and the Congress candidate was returned. The two unsuccessful candidates had to forfeit their deposits.

**Acceptance of Office.**

After the election, all attention was focussed on the question of office acceptance by the majority party under the new constitution in the province. The resolution of the All-India Congress Committee passed on the 18th March 1937 at its meeting at Delhi clarified the position. The resolution permitted Congressmen to accept office in provinces where the Congress had a majority in the legislature, provided the leader of the Congress party was satisfied and could announce publicly that the Governor would not use his special powers of interference or set at naught the advice of the Ministers with regard to their constitutional activities. On the 24th March 1937 the leader of the Congress party was invited by His Excellency the Governor to assist him in forming a Council of Ministers. In accordance with the direction given by the Congress the leader of the Congress party asked for the assurances set out above. Since His Excellency was not prepared to give such an assurance, the leader of the Congress party declined to accept office. In these circumstances, His Excellency invited the Maharaja of Parlakimedi to assist in forming a Council of Ministers. Thereupon on the 1st April 1937 the following Ministers were sworn in:—

Captain Sri Sri Sri Krushna Chandra Gajapati Narayan Deo, the Maharaja of Parlakimedi, as Chief Minister;

Sriman Mandhata Gorachand Patnaik Mohasayo as Revenue Minister; and

Maulavi Muhammad Latifur Rahman as Education Minister.

The Ministry was, however, in an anomalous position. It had no majority in the legislature and was faced with the certainty of defeat as soon as the legislature met. During the three months which followed the constitutional problem created by the refusal of the Congress party to accept office gave rise to much political excitement. As a result of the statement made by His Excellency the Viceroy on the constitutional position towards the end of June 1937, the Congress Working Committee decided, early in July, in favour of acceptance of office in the provinces where the Congress party had a majority. In Orissa the Maharaja of Parlakimedi's Ministry thereupon tendered their resignation and His Excellency again invited the leader of the Congress party to assist him in forming a Ministry which was constituted as follows:—

Sri Biswanath Das—Chief Minister.

Sri Nityananda Kanungo—Revenue Minister.

Sri Bodhram Dube—Education Minister.

The oaths of office were administered to them on the 19th July 1937. On their own initiative the pay of the Ministers was fixed at Rs. 500 a month.

To assist the Ministers in the discharge of their work connected with the Assembly the following four Parliamentary Secretaries were appointed on a salary of Rs. 150 each a month, to work under the direction of the Chief Minister and were allocated work in the various departments mentioned against their names:—

1. Sri Jadumani Mangaraj, M.L.A., Finance and Publicity.
2. Sri Jagannath Misra, M.L.A., Home, Revenue and Public Works Departments.
3. Sri Raj Krishna Bose, M.L.A., Education and Local Self-Government Departments.
4. Sri Radha Krushna Biswas Roy, M.L.A., Law and Commerce Departments.

**Administration.**

His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., held the office of the Governor of the province from the 1st April 1936 to the 10th August 1938 when he went on leave.

In December 1937 Sir John Hubback had applied for four months' leave out of India with effect from May 1938. His health during the previous hot season had been indifferent, and he was therefore anxious to avoid a third hot season in succession in the climate of Orissa. The leave was granted to him and the appointment of Mr. Dain (now Sir John Dain) to act as Governor was approved by His Majesty the King. This appointment was communicated to the Chief Minister on the 3rd March 1938. Thereupon the Ministry at once represented to the Governor that they would find great difficulty in serving under Mr. Dain, who was actually serving as an officer of the Provincial Government and therefore subordinate to them. Shortly afterwards the Congress Central Working Committee adopted and published a resolution of protest on the same grounds and about the third week of April the Governor was formally notified by his Ministers that they intended to resign if Mr. Dain assumed charge. In these circumstances the Governor did not feel justified in leaving a temporary successor to deal with the situation of political instability which his departure on leave on the 4th May 1938 would certainly have created, and accordingly he cancelled the arrangements he had made. Later in that year, on the 10th August, Sir John Hubback proceeded on leave, returning on the 8th December. Mr. G. T. Boag, C.S.I., C.I.E., I.C.S., was appointed to act as Governor during that period.

**His Excellency the Governor's tours.**

Shortly after taking office, His Excellency the Governor inspected newly constructed village roads at Jenapur in the district of Cuttack and rural reconstruction work at Sardeipur in the district of Puri. At the end of April he visited two sites which had been suggested for the capital of the Province: the site between the Barunahi Hills in the Khurda subdivision of Puri, and the Rangailunda site between Berhampur and Gopalpur in the Ganjam district. In the early part of August 1936, he visited Sambalpur where he was most cordially welcomed by all sections of people. The next districts visited were Koraput and Ganjam, where His Excellency made extensive tours in November 1936. At Koraput he inspected the site for new Circuit House and various public buildings and at Jeypore laid the foundation stone of the 'Hubback Hall'. After leaving Koraput, His Excellency visited Parlakimedi where he received an address from the Municipality and the College Inauguration address. A visit to the Maharaja's Sanskrit College, a Boy Scout Rally, inspections of the industrial school, veterinary hospital and the leper clinic were the main events of his stay at Parlakimedi. During his tour in Ganjam His Excellency visited some villages in the interior of the district. At Aska he visited the sugar factory, and at Russelkonda the irrigation reservoir. His Excellency spent the first week of December in making river and canal tours in the districts of Cuttack and Balasore during which he visited Rajkanika, Dhamra and Chandbali. He was met on arrival at Dhamra by H. M. S. Lawrence, a Sloop of the Royal Indian Navy. This was the first occasion on which a ship of the Royal Indian Navy had visited an Orissa port. During his tour in Angul, which began in the last week of December 1936, His Excellency paid a visit to the famous Satkoshia gorge and was entertained by the Raja of Dasapalla. On the 4th January 1937, His Excellency opened the newly constructed Durgapur-Chhendipara Road and next day inspected the irrigation embankment at Budhapunk.

The general election and the formation and change of Ministry prevented extensive touring during most of the year 1937, except for frequent visits to Cuttack. In November, however, His Excellency was able again to visit the Koraput and Ganjam districts. He inspected the anti-malaria work, Tea District Labour Association Depot at Koraput, the fruit garden at Nandapur, Jeypore High School, and attended a Scout Camp fire. His Excellency also received a deputation of the District Andhra Association and a deputation of the Oriya community at Koraput. Among the most important events of his tour to Chatrapur, His Excellency received a deputation of Dandasis, who are classed as a criminal tribe in Ganjam. In the last week of December 1937, His

Excellency toured in the Chilka area of the Puri district. In January 1938, His Excellency held a "Bhet" (Agency Durbar) in the Ganjam Agency at Ghumsur-Udayagiri and laid the foundation stone of the first block of indoor wards of the Mission hospital and was accorded a hearty welcome by the Christian community. At the "Bhet" which was held on the 17th January, His Excellency distributed the customary gifts, in recognition of office, to Bissois, Patros and Muttadars. The ceremony was attended by a large number of hill people, and His Excellency delivered an address to them. His Excellency opened an exhibition containing interesting displays of Khond crafts and various aspects of the life of the Khonds. On the previous day His Excellency visited Phulbani, for long the headquarters of the Khondmals subdivision.

On the 10th August 1938, His Excellency Sir John Hubback went on leave, and Mr. G. T. Boag, C.S.I., C.I.E., I.C.S., arrived from Madras at Cuttack and assumed charge of the office of acting Governor. In September 1938, His Excellency Mr. Boag paid a visit to Sambalpur, inspected the public institutions and leper clinic and attended the Boy Scout display at the Zilla School ground. His Excellency toured in Angul towardsthe end of November 1938. Inspection of agricultural farm, visit to the Salvation Army's weaving institute and the Pan school, and inspection of the Police Constables' Training School were the principal events of his Angul tour. On the 8th December 1938, His Excellency Mr. Boag handed over charge of the office of the acting Governor to Sir John Hubback and proceeded to Madras. On the 17th December 1938, His Excellency visited the Indian Institute at Khurda Road. On the 5th January 1939, His Excellency entered the Viceroy's special train at Khurda Road and accompanied him to Balugaon station, and then proceeded to Rayaghada. His Excellency was accorded a cordial reception and he received an address presented by the Diwan of Jeypore on behalf of the citizens of Rayaghada, opened the maternity ward in the hospital and inspected the sugar and the tile factories and the newly opened Rayaghada-Kumbhikotta Road. On his return, His Excellency stayed at Chatrapur and visited the subsidised mixed farm at Chhamakhandi, and at Berhampur attended a Red Cross display, and visited the Rice Research Station and the Municipal Water Works. In the early part of February 1939, His Excellency toured in Balasore. On his arrival, His Excellency was given an enthusiastic welcome and received civic addresses from the local bodies. Inspections of the Growse hospital, the old historical cemetery, the technical school and a visit to the proposed port area were the principal events of His Excellency's Balasore tour. He visited Baripada as the guest of the Maharaja of Mayurbhanj.

Besides these tours in different parts of the province during the triennial period, His Excellency frequently camet to Cuttack, the temporary headquarters of the Orissa Government, for administrative purposes, and, in the course of these stays, visited public institutions and attended many important public functions. He also paid visits to Ranchi in August 1936 and again in July 1938, to Calcutta in January 1938 and to Simla in May 1938.

**Communal relation.**

During the years under review relations between the Hindus and the Muhammadans were satisfactory. There was, however, one case of rioting in the district of Balasore, as a result of the strained feelings between members of two Hindu castes, namely, the Gopals and the Khandayats.

**Political crime.**

The province was free from any political outrages during the three years under review In the earlier part of 1937 two persons were prosecuted under section 124-A of the Indian Penal Code for seditious speeches. But the convicted political prisoner was subsequently released at the instance of the Congress Ministry while the case against the other political offender was withdrawn.

**Railway Strike.**

A strike on the Bengal-Nagpur Railway originated in April 1936 owing to disagreement between the Railway Company and their workmen regarding the introduction of the policy of retrenchment, alteration in the working hours, closing of workshops on Saturdays and the withdrawal of free passes and other privileges by the Company. In pursuance of this policy 35 men were 'demoted' at Bhujudih on the 29th September. As 27 of these men refused to submit to the order of 'demotion', they were suspended on the 27th October 1936. As a result the whole of the carriage staff at Bhujudih attended the workshop but refused to work. The trouble soon spread to other stations and, in spite of the meetings between the Labour leaders and the Agent, the dispute was not settled and in consequence the Labour Union declared a general strike giving 14 days' notice to the Railway Company. In the meanwhile Mr. V. V. Giri, the President of the Labour Union, intervened and ordered postponement of the strike in the hope of a compromise. As his attempts failed, a general strike began on the 13th December 1936 which ended on the 10th February 1937. On the whole the strikers were well-behaved.

**The Kisan movement.**

Throughout the year 1936 the Congress party was busily occupied in preparing for the Assembly elections. They took up the cause of the peasants and organised Kisan Sabhas all over the province.

Through these political meetings they carried on intensive propaganda against the alleged oppressions of the zamindars and against the system of "Bethi" and "Begari". The short tour of Pundit Jawaharlal Nehru, President of the All-India Congress, in the province, in the month of November 1936, gave a fillip to the Kisan movement. A provincial Kisan conference was presided over at Puri by Swami Sahajananda, the all-India Kisan leader from Bihar in the same month. The conspicuous success of the Congress party in the province in the elections of 1937 was largely due to intensive propaganda amongst the peasants.

In 1937 the Kisan movement continued to expand widely and many Kisan Sabhas were held in all districts specially in the north of Cuttack. As a result of this movement the tenants in certain estates trespassed upon the rights of the zamindars and in several other places great difficulty was experienced in the collection of taxes.

On the 1st September of 1937 there was a big demonstration of a very large number of peasants at Cuttack. They paraded through the streets with placards shouting slogans such as "rent to be refused", "zamindari system to be abolished", and "down with the zamindari system". They presented an address to the Chief Minister who advised them to be patient.

In 1938 the agrarian agitation assumed serious proportions and made rapid progress, especially in the districts of Cuttack, Puri and Balasore. The agitation also spread to Ganjam and became manifest particularly in Khallikote and Athagada estates. While the danger was kept within bounds in the former districts by the influence of the Revenue Minister, the movement in Ganjam was encouraged by the Chief Minister. A much more serious threat to law and order developed when the socialist group of the local Congress Party actively supported the movement in areas bordering on neighbouring States. Thence the propaganda spread to those States, particularly, Nilgiri, Dhenkanal, Talcher, Nayagarh and Ranpur. By the middle of July 1938 the threat was beginning to become serious, first on the borders of Nilgiri State and then on the borders of Talcher and Dhenkanal States. A slight lull was caused when Nilgiri Durbar accepted the mediation of an Oriya Congress leader, Mr. Mahtab of Balasore. But the situation again became worse and a small military force had to be brought in at the instance of the Political Department to deal with the threat to Talcher and Dhenkanal. In October a few minor clashes occurred between the State police forces and the followers of the "Prajamandal" set up in the States as the result of Congress encouragement. The military forces were not

involved. By December 1938 the situation was judged to have markedly improved, although a considerable number of subjects of the Talcher State and a small number from Dhenkanal State had been induced to cross their borders into Angul subdivision. The small military force was accordingly withdrawn. On the early morning of the 5th January the "Prajamandal" leaders of Ranpur State sought counsel from Mr. Mahtab. In the afternoon he set out by car by good road from Cuttack to Ranpur 80 miles away. He arrived at 7 P.M. to find the corpse of the Political Agent, Major Bazalgette, who had come into Ranpur from Nayagarh to enquire into grievances and had been set upon by a mob and beaten to death. What precisely happened between 7 P.M. of that night and the first intimation of the tragedy which the Chief Secretary received from the Chief Minister at 9 A.M. on the following morning is obscure.

The shock of the brutal murder stirred the Congress Ministry to action to the extent of agreeing to the immediate despatch of an adequate police force to Ranpur accompanied by the Inspector-General and experienced investigating officers. This action certainly checked further outrages and ultimately brought about the punishment of the principal participators in the murder. There was also a considerable degree of readiness on the part of the Ministry to agree to further action to check dangerous agitation on the borders of the States. But, as the shock wore off, reluctance to offend actual and potential supporters increased. However, the despatch by the Central Government of a well equipped military force to Cuttack prevented any further disturbances in the States bordering on British Orissa, except for a minor clash in the extreme north of Gangpur State on the border of the Ranchi district of Bihar. The presence of this force from the middle of January to the middle of August 1939 did much to restore confidence among the great majority of Oriyas, who gravely disapprove of violence, and of weak administration which encourages it. It was 34 years since a military force had been based on Cuttack.

There remained, however, the problem of the exodus of State subjects from Talcher and to a lesser degree from Dhenkanal. The Ministry helped the emigrants financially by erecting dwellings for them and sought to bring pressure on the Rulers of those States to redress the grievances of which they complained. The situation was none the easier for the fact that the Central Congress organisation was trying its strength in other parts of India on the same issue. But with exercise of patience and good-will the awkward situation was resolved by July 1939 in time for most of

the emigrants to return to cultivate their lands in the States concerned. The visit to Orissa of His Excellency the Viceroy at the end of July 1939 set the seal on the efforts towards pacification.

**Agitation among Students.**

During the year 1938, it became evident that a party directed by the Communist Party of India had been formed in Orissa. This party established contact with the student community of Orissa with the result that discipline in several institutions was seriously undermined. It was the inspiration drawn from such Communist leaders which emboldened the students of the Orissa Law College and those of the Orissa Medical School to go on strike. In the case of the Orissa Law College, the strike was called off as the students eventually came to their senses and offered an apology to the authorities who stood firm and the case of the Orissa Medical School ended when the Government intervened and ordered an enquiry into the grievances of these students.

**Important events outside India.**

In December 1936 the decision of King Edward VIII to abdicate came as a grave shock to the people of Orissa especially since in his reign the final stage of the constitution of the province had been carried through. While much regret was felt, there was no serious criticism of the manner in which the delicate situation had been handled. Although a small section of the public and the press considered that the ex-King should have been allowed to please himself and contract a morganatic alliance and blamed the British Government for forcing his hand, the majority received the news of the abdication calmly. All sections of the public combined in showing loyalty to his successor King George VI.

The accession of King George VI was publicly proclaimed on the 14th December 1936 before a large gathering on the Cuttack Maidan in the presence of his Excellency the Governor.

A contingent of the Orissa Police Force left Cuttack in April 1937 to be present at the Coronation of King George VI in London on the 12th May. The Police Force greatly appreciated this honour.

**Local events.**

As soon as the Second Ministry got into its stride, a number of Committees were set up with the approval of the Legislative Assembly to consider provincial problems. A brief account of some of these will be found here, while others are dealt with elsewhere.

**Secretariat Reorganisation Committee.**

A Committee was appointed in November 1937 to examine the method of work as laid down in the Bihar and Orissa Secretariat Instructions and distribution of work among the various departments and to make recommendations for improvements in the system of work. The Committee submitted their recommendations in February 1938. Of these the majority have formed the basis of action by Government.

**Press Committee.**

On the inauguration of the province the Orissa Government Press was started on a small scale and was mainly occupied for the earlier part of the year 1936-37 in printing gazettes, and urgent and confidential papers for Government. It was expected that local private presses could take much of the work. But, as was foreseen, would ultimately be the case, the work falling on the Government Press expanded and it became necessary to place upon it the duties of the Provincial Stationery Store. With a view to examine the progress of work in the Government Press and the question of establishing a Forms Press for Orissa a Committee of non-official members with Sri Brajasundar Das, M.L.A., as Chairman, was appointed in 1938 and they have since submitted their report which is now under examination by Government.

**Partially Excluded Areas Committee.**

A Committee consisting of official and non-official members with Mr. A. V. Thakar of the Harijan Sevak Sangha as the Chairman, was appointed by Government in December 1938 toexamine the laws, regulations and rules and to suggest improvements in the system of administration prevailing in the partially-excluded areas of the province, to enquire into the abuses of "Bethi" and "Begari" and to make recommendations as to the means by which the system may be abolished. The Committee was also asked to recommend any special measures which may be considered necessary in the interests of the aboriginal tribes in these backward areas, with particular reference to public health, medical aid and education. The scope of the enquiry was first confined to the Agency tracts in Ganjam and Koraput and Angul and Khondmals but subsequently it was extended to the district of Sambalpur. The Committee issued an elaborate questionnaire, made extensive tours and recorded mass of evidence. The report of the Committee was received by Government in September 1940.

**The Press.**

The creation of the province gave a stimulus to the newspaper world in the province. The number of newspapers and periodicals published in the province increased from 60 in 1936 to 68 in the following year

and further to 74 in the third year. In 1936 a case under the Press Act was instituted against the printer of the Jagannath Press at Puri for omitting to print the name of the press and the printer on the printed form entitled "Goodwishes and happiness". As a result of the prosecution the printer was convicted and released on probation of good conduct under section 562 (1) of Criminal Procedure Code. In 1937 a warning was given to the weekly newspaper 'the Jagarana' for publishing a seditious article. In the same year the security deposited during the last Civil Disobedience Movement by the press in which the 'Samaj' was printed was refunded under order of the Provincial Government. No action was taken against the press under the Press Act in the years 1937 and 1938.

Among the vernacular weeklies, the 'Samaj' continues to enjoy the widest circulation and is the chief organ of the Congress. It criticised Government measures for some time after the creation of the province, but changed its attitude after the formation of the Congress Ministry. The 'Deshakatha' was generally a critic of the Congress Government and their policy. The 'Lokmata' indulged in comment upon the actions of the Congress Ministers. The 'Satyasamachar', true to its tradition, continued to correct and contradict the mis-statement of facts directed to discredit the Government and its officials. The 'Krushak' devoted its activities to advocate the cause of the Kishans. The 'New Orissa', which is the only English Daily in the province, devoted itself to the cause of the ex-Madras area and generally criticised the Congress Ministers. The 'Asha' was also notable for its criticism of the Congress Government.

Although all the Oriya newspapers devoted their attention mainly to matters of local interest, foreign politics were also discussed by them. The press was full of joy over the creation of the new province and extended a cordial welcome to its first Governor. The report of the Capital Site Committee, the abdication of King Edward VIII, constitution of the Advisory Council, the Bengal-Nagpur Railway strike, and the election to the first Provincial Legislature occupied a good deal of their space in 1936 The matter of appointment to posts under the Government of Orissa was also given much prominence by the press. In 1937 subjects of provincial and Indian interest which attracted the attention of the press were Federation, the King Emperor's Coronation in India, the Interim Ministry, statements made by the Secretary and the Under Secretary of State for India, the Viceroy and Mr. Gandhi on the demand by the Congress for an assurance by the Governors not to use their special powers under the constitution, the question of the location of the capital for Orissa, *Bethi*

labour, flood problems, the provincial Budget and important legislation such as the Hindu Religious Endowments Bill, the Orissa Tenancy Act (Amendment) Bill, the Madras Estates Land (Orissa Amendment) Bill and the Orissa Money-lenders Bill. The agitation in the Orissa States, the developments arising out of the proposed appointment of Mr. (now Sir John) Dain as acting Governor of Orissa, the employment of Oriyas in the Bengal-Nagpur Railway, the resignation of the Ministers in Bihar and the United Provinces, Lord Lothian's visit to India were topics which aroused considerable interest in the press in the year 1938.

It is gratifying to place on record that personal contact between the officers of the Government and the representatives of the local presses has brought about some improvement in the relations between the press and the Government.

**Cyclone.**

On the night of the 3rd October 1936 and throughout the forenoon of the 4th October of the same year covering a period of about 10 hours a violent cyclonic storm swept over Orissa travelling approximately up the Mahanadi from the Bay of Bengal to Cuttack and passing off in a northerly direction at an average speed of 75 miles per hour. Its severity was much felt in the district of Cuttack where considerable damage was done to trees and thatched houses. The electric supply and telephone communications at Cuttack were completely dislocated for days together as practically all the wires were damaged by the falling of trees. Many roads were blocked by uprooted trees, distributaries were breached and the canalwater-supply was cut off from most of the distributaries for about a week until the breaches could be repaired and the debris cleared away. Fortunately, however, no serious damage was caused to the crops although small areas were damaged by excessive rainfall between the 3rd and the 5th October 1936. The damage to Government buildings at Cuttack amounted approximately to Rs. 5,000.

Another severe cyclone visited the coastal areas of Ganjam and Puri on the 9th and 10th October 1938 causing considerable damage to houses, lands and crops and also loss of cattle. Its severity was intensely felt in the seaside villages of Chatrapur and Berhampur taluks. Some of the interior villages in Kodala taluk were also greatly affected. Road communication was completely held up for a couple of days. Postal, telegraphic and telephonic communications were dislocated by the fall of trees and the trains did not run between Khallikote and Rambha for about 12 days owing to a breach in the railway line near the Chilka lake. Immediately after the cyclone a sum of Rs. 2,000 was placed at the

disposal of the Collector of Ganjam for urgent relief work in the affected areas. A further sum of Rs. 1,5 0 was sanctioned by the Government for distribution in connection with relief operations in the Chatrapur and Parlakimedi taluks. In the Palur area the damage was greater than in others. A sum of Rs 2,000 was sanctioned by Governmentf or repairs to Rajghai bund at Palur which was damaged by the cyclone. Government also granted remission in respect of wet lands which produced crops less than four annas throughout the district in view of the loss of crops caused by the cyclone.

The cyclone also caused much damage to crops and houses in Parikud and Malud areas in the district of Puri. Taccavi loans amounting to Rs. 24,844 were distributed in these areas. Gratuitous relief to the extent of Rs. 6,162 was given and a sum of Rs. 4,500 was distributed for reconstruction of houses damaged by cyclone in these tracts. A very unfortunate feature of this cyclone was that it invaded a considerable area of the Banpur Forest Division, where 50 years before teak had been planted. This tree takes nearly 80 years to mature. In the previous year the Inspector-General of Forests had visited the area and reported most favourably on the crop. Though something has been saved out of the wreck, by selling the somewhat immature timber, it is a distinct set-back to long term planning of forestry in Orissa.

**Public Service Commission.**

In the *Gazette Extraordinary*, dated the 22nd April 1937, the Government of Orissa announced that, under section 264(2) of the Government of India Act, 1935, the provinces of Bihar, the Central Provinces and Berar, and Orissa agreed that there should be one Joint Public Service Commission for that group of provinces for the discharge of functions specified in section 266(3) of the said Act with the limitations prescribed by the Government of each of the contracting provinces with respect to that province. In accordance with the agreement entered into by the three provinces, the Chairman is to be appointed by the Governor of each contracting province in turn, the order of rotation being Bihar, the Central Provinces and Berar, Orissa. The Commission began its work early in May 1937, and gave most valuable advice to the Orissa Government, which was, save on very rare occasions, accepted.

**Capital site.**

The question of selection of a site for the Capital gave rise to much controversy and agitation in the public mind since the creation of the province. When in the early part of 1933 it was made clear that Orissa would be constituted into a separate province, the Government of India appointed the Orissa Administration Committee to examine among other matters the location of the headquarters

of the province as then proposed in the White Paper. The Orissa Administration Committee accordingly recommended the location of the Capital at Cuttack on the understanding that the principal buildings required could be constructed at a reasonable cost in the Tulsipur site which was declared by the Chief Engineer, Bihar and Orissa, to be suitable for building purpose. At the end of 1934 the situation was considerably altered when Parliament accepted the report of the Joint Parliamentary Committee recommending that additional areas to the extent of 10,000 square miles from the district of Vizagapatam would be included in the province as was actually announced to be formed. As the examination of the problems of separation proceeded, it became clear that the requirements in area and housing accommodation would be much more than those estimated in 1933.

In the meantime the Government of India made a lump grant for the construction of the new Capital required for Orissa, and decided to execute the construction through the Central Public Works Department. In consequence of that decision the Chief Engineer to the Government of India and the Consulting Architect visited Orissa in September 1935. In their opinion the site at Tulsipur in Cuttack which had been provisionally selected was inadequate and unsuitable for the class of buildings required in connection with the Capital In view of the unfavourable report of these expert officers of the Central Government a re-examination of other possibilities in the matter of sites became necessary. The Government of India then decided to appoint a Technical Committee to examine various sites suggested by local Government. This Committee met in July 1936 and reported strongly in favour of the site at Rangailunda near Berhampur but added that if it was considered essential on administrative or historical grounds to locate the Capital at Cuttack, it could be constructed, provided large schemes of drainage and water-supply were carried out in the town for the improvement of public health. They further held that the resulting Capital would be extremely cramped and not so satisfactory from the technical point of view as a Capital on the site near Berhampur. The Technical Committee further considered the suitability of a site near Khurda but rejected it on the ground of difficulties in getting proper water-supply.

Although the report of the Committee recommending Rangailunda as a suitable site for the Capital received a good deal of support in the district of Ganjam, it was vehemently criticised by the press and the public of the North Orissa districts to whom a suggestion that the Capital should be located at any place other than at Cuttack naturally came as a shock.

A resolution was moved and carried, after much discussion in the Orissa Advisory Council, by a majority of 14—4 in favour of Cuttack as the Capital, condemning the Committee's report as one-sided and unfair. Just after the close of the year 1936, the Government of India announced that, with the approval of the Secretary of State, it had been decided that the selection of the new Capital site should be left to the decision of the new Government to be taken after the 1st April 1937. In May 1937 another Committee was appointed by the Provincial Government with Mr. (now Sir) J. K. Dain, then Revenue Commissioner as Chairman, to examine four selected sites and report which of the sites were suitable for the Capital and to place the possible sites in order of preference. After investigation the Committee made their recommendations within the restricted terms of the choice before them and placed the sites in order of merit. The controversy regarding the selection of site for the Capital was set at rest for the time being when a resolution was moved in the Legislative Assembly on the 24th September 1937 on the subject. After a full-dress discussion the Assembly finally resolved that the Capital should be built at Cuttack-Chaudwar of the Dain Committee—an open site north of the Mahanadi opposite the Cuttack town.

## CHAPTER II.

### Finance.

**Financial position of Orissa.**

The characteristics of the new province of Orissa present four main difficulties in the sphere of finance. In the first place it has, relative to its size and population, a much smaller revenue than any other province. Secondly, it is faced with the necessity for heavy initial expenditure. Thirdly, its revenue besides being meagre, has little elasticity. Fourthly, it has a large extent of backward areas needing heavy expenditure, for which the normal revenue of the province cannot provide.

The relative financial position of Orissa is illustrated by the following table which is reproduced from Appendix II-B of the Indian Financial Enquiry Report by Sir Otto Niemeyer :—

| | Population (in millions). | Budget, 1936-37. | |
|---|---|---|---|
| | | Revenue. (In crores.) | Expenditure. |
| Madras ... ... | 44·0 | 15·90 | 15·90 |
| Bombay ... ... | 18·0 | 12·04 | 12·03 |
| Bengal ... ... | 50·1 | 11·49 | 11·91 |
| United Provinces ... | 48·4 | 11·71 | 12·45 |
| Punjab ... ... | 23·6 | 10·80 | 10·78 |
| Central Provinces ... | 15·3 | 4·81 | 4·90 |
| Bihar ... ... | 32·4 | 4·70 | 4·82 |
| Assam ... ... | 8·6 | 2·37 | 3·00 |
| North-West Frontier Province. | 2·4 | 1·70 | 1·80 |
| Orissa ... ... | 8·3 | 1·63 | 1·63 |
| Sind ... ... | 3·9 | 3·13 | 3·13 |

Orissa has practically the same population as Assam, more than double the population of Sind and about three and half times the population of the North-West Frontier Province. Its revenue, even when supplemented by the subvention from the Central Government, is still the smallest of any province in India.

**Financial settlement.**

Before the formation of the province, the Government of India took up the question of financial adjustment with the Government of Bihar and Orissa and Madras. Thereafter the financial settlement was embodied in

the Third Schedule of the Government of India (Constitution of Orissa) Order, 1936. The main features of the financial adjustments are that the irrigation debts incurred before the 1st April 1921 amounting to Rs. 2,56,85,136 and Rs. 47,07,008 were taken over respectively from those two Governments ; that Orissa received 10 per cent of the free balance standing to the credit of Bihar and Orissa Road Development Fund and shares from certain reserve funds, but no part of the free general balances or the balances outstanding in the Famine Relief Fund.

**Orissa 'a deficit' Province.**

The old Orissa Division which formed a part of the late province of Bihar and Orissa had a revenue slightly over its normal expenditure but the surplus was not adequate to cover the cost of overhead charges which would arise out of its independent existence as a province. It was recognised from the very beginning that the areas which were being transferred from Madras and the Central Provinces were deficit areas and the new province would need financial assistance from the Central Government. It was due to this fact that the provisions of section 142 were placed in the Government of India Act, 1935.

**Budget, 1936-37.**

Under the instructions of the Government of India the first budget estimate of revenue and expenditure (1936-37) was framed by the Governments of Bihar and Orissa, Madras, and the Central Provinces for the areas to be transferred from their charges for the constitution of the new province. The estimates for the new headquarters of Orissa were framed by the Government of Bihar and Orissa, by whom the three component budgets were consolidated and submitted to the Government of India in December 1935. Preparation of the budget for 1936-37 was a task of great difficulty owing to lack of adequate data on which to base the estimates. The estimates were based, as far as possible, on the "established" expenditure adding to it certain items of expenditure necessitated by the separation, the contributions payable to other provinces for services which Orissa could not supply and finally by certain new schemes in which Orissa would probably have shared, but for the inception of the new province.

**Subvention.**

On examination of the budget the Government of India decided that the estimates of revenue should be raised by about one lakh, and that in fixing the subvention to meet the revenue deficit new schemes except those necessitated by separation could not be taken into account. The deficit in revenue, as compared with expenditure charged to revenue, was placed at 40 lakhs. To cover this deficit

and to allow for certain initial non-recurring expenditure and to create a Famine Relief Fund and a Road Fund, the Government of India granted a total sum of fifty lakhs as shown below:—

| | Lakhs. |
|---|---|
| Revenue Deficit ... ... | 40 |
| Famine Relief Fund... ... | 5 |
| Opening balance ... ... | 2 |
| Margin to allow for defects in estimate. | ½ |
| Special grant to open a Road Fund. | ½ |
| Initial grant for non-recurring expenditure. | 2 |

In view of the allocations made by the Government of India, the estimates of expenditure framed by the Government of Bihar and Orissa had to be reduced in lump by introducing certain cuts described as "Reduction made to conform to the estimates framed by the Government of India". These reductions amounted to 3·86 lakhs in all In presenting the budget to the Advisory Council on the 8th May 1936 Mr. Mansfield, Finance Secretary to the Government, explained that the likely savings would only be 1½ lakhs and this could only be secured by postponing schemes of which the Central Government had approved. The Budget was discussed by the Advisory Council on the 8th and 9th May 1936, the most common criticism being that there was no adequate provision for flood relief or for agricultural development. The Budget was authenticated on the 14th June 1936 by the Governor. At the second session of the Advisory Council on the 5th October 1936, a further statement on the financial position was taken into consideration and discussed. It was announced that the Government of India had relieved Orissa of the liability to repay to the Famine Relief Fund the amount advanced from the Bihar and Orissa Fund and the effect of this would be to wipe out most of the deficit.

**Finance Committee.**

In the same session of October 1936 a Finance Committee consisting of Mr. Mansfield, as Chairman, and five other members, of whom one was nominated by the Governor and four elected by the Advisory Council, was appointed to advise and report on new schemes which the departments might desire to introduce for the year 1937-38.

**Sir Otto Niemeyer's Award.**

In the meantime decisions of great importance to the future of Orissa were being taken. Sir Otto Niemeyer was appointed to examine and report on the financial adjustments required

between the Central Government and the provinces on the introduction of the new Constitution. In dealing with the case of Orissa Sir Otto pointed out that the existing standard of expenditure was extremely low, and that scope for the expansion of the province on its own resources in the early future was unusually limited. He estimated that the annual subvention required would be 50 lakhs and he also recommended that in the first year a further sum of 4 lakhs should be provided for the famine fund in order to bring it up to the standard of 10 lakhs prescribed in the Order in Council, and that a further sum of 15 lakhs would also be required by the province in addition to the sum of 27½ lakhs already provided for Capital buildings and that this should be paid in instalments of 3 lakhs per annum for 5 years. Accordingly, Orissa was to receive 57 lakhs in 1937-38, 53 lakhs in each of the next four years and after that 50 lakhs. Ten lakhs out of these sums was not to be made over directly, but by cancellation of all debts contracted with the Centre before the first of April 1936, representing a net estimated annual saving of 9½ lakhs, and by increasing the percentage of jute export duty surrendered to the province from 50 to 62½ resulting in an estimated addition of over ¼ lakh.

Sir Otto Niemeyer also had to report on the distribution of income-tax under section 138 of the Government of India Act. He recommended that ultimately 50 per cent of income-tax should be distributed among the provinces and that five years should be fixed as the period during which the Centre should retain the whole or a portion of this 50 per cent and the amount which the Centre should retain was to depend on the progress of income-tax and railway receipts, i.e., the Centre must be given either the whole of the provincial share of 50 per cent or enough to make up 13 crores, including railway surplus, whichever was less. At the expiry of the five years a further period of the same length was fixed for the gradual elimination of the Centre's right to retain any of the provincial share. There remained the question of distribution of the provincial share among the different provinces, and here Sir Otto Niemeyer came to the conclusion that Orissa should receive only 2 per cent. Effect was given to these recommendations in the Government of India (Distribution of Revenue) Order, 1936.

The Niemeyer Award was received with great dissatisfaction in Orissa, and a resolution was moved and passed in the Advisory Council on the 11th May 1936, recommending to Government that they should communicate to the proper authorities the Council's disappointment at the highly inadequate financial aid proposed.

**Result of the Award.**

With the introduction of the provincial autonomy the province benefited as a result of the Niemeyer Award, by a decrease of 10 lakhs in the expenditure which the province was paying to the Central Government in the shape of interest on irrigation debts. On the revenue side there was increase of receipts to the extent of 40 lakhs on account of the permanent subvention from the Central Government. In addition to this 4 lakhs were received for the Famine Relief Fund and 3 lakhs as the first instalment of the grant of 15 lakhs for the buildings fund. The Central Government handed over 24·26 lakhs being the balance of building grant of Rs. 27½ lakhs which was previously being administered by them. The province also got a credit of 9 lakhs as balance in the Reserve Bank and in Treasuries. The Government of India also transferred to the Provincial Government certain accounts, e.g., Provident Fund, Local Fund Deposit, etc., but without the balances amounting to Rs. 45½ lakhs which was at the credit of the accounts on the 31st March 1937. These balances were treated as having been set off against the irrigation debt from the liability of which the Provincial Government was relieved

**'On Account' Budget, 1937-38.**

As the new legislature was not to come into being before the introduction on the 1st April 1937 of Part III of the Government of India Act, the usual procedure of getting the ensuing year's budget (1937-38) passed by the Legislature in March 1937 could not be followed. In the circumstances, the Governor framed an 'On Account Budget' authorising the expenditure for the first six months of the financial year 1937-38 in order to enable the administration to be carried on in the interval that would occur up to the date that the Assembly passed the budget for 1937-38.

**Effect of Sir Otto Niemeyer's Award.**

The materials on which the Niemeyer Award was based and its net effect in the light of actuals may be summarised as follows. The Governments of Madras, Bihar and Orissa and of the Central Provinces had prepared the estimates of revenue and expenditure in the light of available actuals of the preceding depression period when strict economy in expenditure was being observed. The Government of India increased the estimate of revenue under 'Excise' by ·85 lakhs which did not in fact materialise. They cut the estimates of expenditure to the bone on the ground that no more than inescapable expenditure should be provided and that, if any allowance was to be made for expansion, it should be considered by the Financial Enquiry Committee. Sir Otto Niemeyer, who made the enquiry, took the budgets of 1936-37 as his basis. In the older provinces those budgets had been framed by their own Governments, but Orissa budget had

been rigorously cut down by the Government of India. Again there was no Government which could represent before Sir Otto Niemeyer the case of the new province as a whole, as the province had not yet come into being. Orissa suffered, therefore, from a triple disadvantage at the financial enquiry, (1) a budget prepared by Governments without responsibility for the administration of the province, (2) heavy pruning of that budget by the Central Government and (3) representation however skilled yet without the authority of an organized Government. Such as the financial settlement was, its expectations were not fulfilled. The extra revenue secured to the Government of Orissa was 10 lakhs including an additional 12½ per cent of jute duty. But owing to a phenomenal increase in the production of jute in Bihar in 1937-38, Orissa's share of jute duty fell from the estimate of 1·56 lakhs in 1936-37 and actuals of 1·94 lakhs in 1937-38 to ·92 lakh in 1938-39. Added to this a policy of excise prohibition was adopted by the Ministry as a part of an all-Indian party programme. If there had been no distribution of income-tax among the provinces in 1937-38 (and there was no certainty that there would be) Orissa's financial position would have been decidedly insecure.

**Budget, 1937-38.**

After the assumption of office by the second Ministry on the 18th July 1937 the budget for the year 1937-38 was placed before and passed by the Assembly in the September session of 1937 and was authenticated by His Excellency the Governor. The difficulty in preparing a budget continued. There were no past "Actuals". Madras officers were still exercising their option of going back to their original province. Contributions to Madras and Bihar for the use of their institutions were still unsettled. It is not surprising that for these and other reasons the "Actuals" differed from the "Budget estimates" considerably.

The total estimated revenue of the year was 189½ lakhs and the total estimated expenditure charged to revenue was 184 lakhs. Thus a surplus of 5½ lakhs was expected. The actual revenue came to 184½ lakhs and the actual expenditure to 176 lakhs. Actual revenue fell short of estimates by 5 lakhs and actual expenditure was less than the estimates by 8 lakhs. As a result of this variation the surplus rose from 5½ lakhs to 8½ lakhs. The decrease in revenue occurred mainly under land revenue and civil works. The decrease in expenditure was generally due to the postponement of certain useful and desirable activities of Government actually provided for in the Budget and to the payment to other Governments of contributions substantially lower than the amount budgetted for, pending a final decision in certain matters.

**Budget, 1938-39.**

Though the actuals for the three years were not available and reversions of officers to Madras still disturbed the estimates, the year 1938-39 may be said to be one for which the budget was prepared under something approaching normal circumstances. The following table shows that Orissa is attempting with some success to reach the stable position when expenditure of the year corresponds closely with the revenue raised during the year :—

| | 1936-37. | 1937-38. | 1938-39. |
|---|---|---|---|
| | Trs. | Trs. | Trs. |
| Revenue ... | 1,70,36 | 1,84,66 | 1,82,00 |
| Expenditure ... | 1,55,56 | 1,75,78 | 1,81,29 |
| | 14,80 | 8,88 | 71 |

But beneficial expenditure could be greatly increased, if revenue was more abundant. The fact that substantial surpluses were realised in the two earlier years, was due mainly to the difficulty of planning for a new province. Now that the needs of the province have been surveyed, however imperfectly, it becomes more and more patent that the Niemeyer Financial Settlement will fail to meet them.

**Retrenchment Committee.**

With a view to reducing expenditure and simplifying administration, Government appointed in December 1937 a Retrenchment Committee consisting of the following gentlemen :—

(1) Sri Godavaris Misra, M.L.A., Chairman.

(2) Mr. Premananda Mahanti, M.L.A., Member.

(3) Rai Bahadur Mandhata Gorachand Patnaik, M.L.A., Member.

(4) Mr. P. T. Mansfield, C.S.I., C.I.E., I.C.S., Member.

After holding several meetings and examining all Heads of Departments and other witnesses the Committee submitted four interim reports to Government containing recommendations on the following subjects :—

(1) Orissa scales of pay for the various Provincial subordinate services.

(2) Revised rates of travelling allowances for uniform application throughout Orissa.

(3) Revision of the rates of special pay on account of unhealthiness in the Ganjam and Koraput Agency tracts and in the Khondmals.

(4) Revision of the rates of special pay in the various departments for additional work or increased responsibility.

(5) Revision of the rates of compensatory allowances granted in certain areas.

(6) Concession of rent-free quarters in the case of some classes of Government servants and levy of rents at concessional rates from subordinate Government servants.

Government have passed orders on many of these recommendations and a few of them are still under examination.

In order to prepare Orissa Codes and Manuals unifying at the same time the different sets of financial and service rules prevailing in North and South Orissa a Special Officer was appointed under the Finance Department in August 1937. The following Rules and Codes have so far been issued :—

(1) The Orissa Revised Leave Rules.

(2) The Orissa Travelling Allowance Rules.

(3) The Orissa Service Code.

(4) The Orissa General Provident Fund Rules.

(5) The Orissa Contributory Provident Fund Rules.

(6) The Orissa Provident Fund (Sterling Account) Rules.

(7) The Orissa Securities Rules.

(8) The Orissa Commutation of Pension Rules.

(9) The Orissa Compassionate Fund Rules.

(10) The Orissa Fundamental *cum* Supplementary Rules.

## CHAPTER III.

### The Legislature.

**Legislation during the transitional period.**

In 1936-37 the machinery for legislation was that contained in section 71 of the Government of India Act, 1915, which provided for the making of Regulations by the Governor-General in Council at the instance of the Local Government. The province consisted of areas carved out from various other provinces and the laws applicable to those areas continued to be in force there for the time being, but some modifications in these laws were effected by Regulation No. I of 1936 declaring the laws in force in the province of Orissa which was published in the *Gazette of India Extraordinary* of the 1st April 1936. The other Regulations which were published simultaneously were :—

(1) The Orissa Medical Regulation, 1936, No. II of 1936.

(2) The Orissa Consolidation Regulation of Appeals, 1936, No. III of 1936.

(3) The Khondmals Laws Regulation, 1936, No. IV of 1936.

Under paragraph 8(3) of the Government of India (Constitution of Orissa) Order, 1936, the Governor of Orissa became the local Government of Orissa. His Excellency had no Executive Council but provision was made for an Advisory Council of not more than twenty nominated members of whom not more than three should be officials. The Council was intended to advise on all such matters as were referred to them by the Governor. The Governor accordingly constituted an Advisory Council consisting of twenty nominated members. The persons chosen were those who had represented the different parts of Orissa in the Provincial Legislatures of the provinces out of which the new province was formed. Thereby a considerable degree of continuity was secured. The power to nominate officials to the Council was sparingly used, as only one official was nominated. The Orissa Order in Council contained a provision for the appointment of one or more members of the Advisory Council as Advisers but no such appointment was made by the Governor. His Excellency was the President of the Council and Rai Bahadur Lakshmidhar Mahanti was appointed Vice-President thereof and Dewan Bahadur C. G. Nair, C.I.E., Secretary.

There were two sessions of the Advisory Council, both held at Puri. The first session consisted of three meetings held on the

8th, 9th and 11th May and the second session of four meetings held from the 5th to the 8th October 1936. His Excellency presided over all the meetings except for a short time at one of them when the Vice-President took the chair. In all 117 questions were put and answered, besides 65 supplementary questions. Three resolutions were moved at the first session. The most important of those which concerned the inadequacy of the financial assistance from the Central Government proposed by Sir Otto Niemeyer for Orissa was passed and accepted by Government. The second resolution relating to the question of restoration of the superseded municipality of Cuttack was also passed in the Council. The third about the disposal of the proceeds of the Petrol Tax received from the Government of India was withdrawn. One day was devoted to these three non official resolutions and two days for the general discussion of the financial statement laid before the Council under paragraph 12 of the Government of India (Constitution of Orissa) Order, 1936.

In the second session held in October 1936, two days were allotted for three official motions, among which the selection of a site for the capital of the province was the most important. After a full discussion 14 out of 19 members present voted for the selection of Cuttack as the site. The second motion was for consideration of the report of the Board of Communications, while the third related to the constitution of a Famine Relief Fund for use in times of serious floods and famines, and these were passed unanimously. Two days were devoted to the discussion of five non-official resolutions, out of which two—one relating to the recommendations of the Orissa Flood Committee and the other to the abolition of the terminal tax on journeys to Puri and Balugaon and certain other stations—were withdrawn by leave of the Council. The remaining three resolutions regarding (1) establishment of a Provincial Co-operative Bank, (2) raising of the status of higher elementary schools in Parlakimedi Agency, and (3) steps to be taken for encouragement of the handloom industry, were passed by the Council.

During the transitional period before the commencement of Part III of the Government of India Act, 1935, and subsequently until the newly elected Legislative Assembly met in July 1937, the following Regulations were made :—

(1) The Orissa Law (Amendment), Regulation 1936, No. XI of 1936.

(2) The Orissa Patna High Court's Jurisdiction Regulation, 1936, No. XII of 1936.

(3) The Orissa Criminal Procedure (Election Offences) Amendment Regulation, 1937, No. IV of 1937.

(4) The Orissa Laws (Amendment) Regulation, 1937, No. VI of 1937.

(5) The Madras Estates Land (Orissa Amendment) Regulation, 1937, No. VII of 1937.

(6) The Khondmals Laws (Amendment) Regulation, 1937, No. IX of 1937.

(7) The Angul Laws (Amendment) Regulation, 1937, No. X of 1937.

(8) The Orissa Ports Regulation, 1937, No. XI of 1937.

(9) The Orissa Famine Relief Fund Regulation, 1937, No. XII of 1937.

(10) The Madras Revenue (Orissa Miscellaneous Amendment) Regulation, 1937, No. XIII of 1937.

(11) The Orissa Christian Marriages Validation Regulation, 1937, No. XIV of 1937.

**The Legislative Assembly.**

The Legislative Assembly met for the first time on the 28th July 1937. On that day the Hon'ble the Speaker and the Deputy Speaker were formally elected and installed in their offices. After the transaction of some formal business the Assembly was adjourned to the 30th August 1937, on which date, after question time was over, His Excellency the Governor addressed the Assembly. His Excellency's speech is printed as Appendix III.

During the period between the 28th July and the 31st March 1939 there were four sessions and 93 meetings in all.

Sri Mukunda Prasad Das and Sri Nanda Kishore Das belonging to the Congress party were elected unanimously Speaker and Deputy Speaker respectively. Dewan Bahadur C. G. Nair, B.A., B.L., Bar-at-Law, Secretary, Law, Commerce and Labour Department of the Government, was ex-officio Secretary to the Legislative Assembly during the period.

**Bills passed.**

The House was faced with a heavy programme of legislation of an important and varied nature. During the period 21 Bills were passed by the Assembly. Of these the Madras Estates Land (Orissa Amendment) Bill, 1937, which was introduced on the 13th September 1937 and passed by the Assembly on the 5th February 1939, was reserved by the Governor for the consideration of the Governor-General, who had not accorded his assent by the close of the period under review. This Bill intended to provide for reduction of rents of raiyats in proprietary areas where the rates of rent are higher than those prevailing in the raiyatwari areas,

incorporating the principle that rents in the proprietary estates in South Orissa should not exceed by more than two annas per rupee the rents of similar lands in the nearest raiyatwari area.

The Orissa General Clauses Bill was introduced on the 31st August 1937 passed by the Assembly on the same day, and received the Governor's assent on the 28th September 1937. Three Acts, namely, the Bihar and Orissa General Clauses Act, 1917, the Madras General Clauses Acts of 1867 and 1891 and the Central Provinces General Clauses Act of 1914 were in force in the three component parts of the province. But these Acts did not apply to the Acts of the legislature of the newly created province. A General Clauses Act applicable to the new province was, therefore, necessary.

For the fixation of the salaries of the Ministers under sub-section (3) of section 51 of the Government of India Act, 1935, the Orissa Ministers' Salary Bill, 1937, was passed by the Assembly and received the assent of the Governor. This Bill fixed the salaries of the Ministers at Rs. 500 a month. As required under sub-section (1) of section 65 of the Government of India Act, 1935, the salary of the Speaker was fixed at Rs. 400 a month by the Orissa Legislative Assembly Speaker's Salary Act, 1937. The Orissa Legislative Assembly Members, Salary and Allowances Act, 1937, fixed the salaries of the members, at Rs. 75 per month. The Bihar and Orissa Public Safety (Orissa Repeal) Bill, 1 937, was passed on the 28th September and was authenticated on the 3rd January 1938.

The Madras Estates Land (Orissa Amendment) Act II of 1937, extends the moratorium provided in section 127 of Madras Act VIII of 1934 up to the 1st April 1938. The moratorium was again extended up to the 1st April 1939 by the Madras Estates Land (Orissa Amendment) Act, 1938.

In order to save from the disqualifications provided under clause (A) of sub-section (1) of section 69 of the Government of India Act the holders of the office of Parliamentary Secretary who are chosen from among the members of the Legislative Assembly, the Orissa Office of Profit (Removal of Disqualifications) Act, 1937, was passed. The Agriculturists Loans (Orissa Amendment) Bill, 1937, was passed into law in October 1937. It makes provision for lending money to agriculturists to pay up their prior debts in addition to the grant of taccavi loans.

The most important measure introduced in the Assembly in 1937 was the Orissa Tenancy (Amendment) Bill, 1937, the object of which was to confer on the raiyats in North Orissa certain benefits, viz., the right of free transfer of occupancy holdings and

abolition of mutation fees, reduction of the rate of interest on arrear rent from 12½ per cent to 6 per cent and recognition of the right of occupancy raiyats in the trees standing on their holdings. The Bill was passed into law in 1938 in the teeth of vehement opposition.

As the existing provisions of the Orissa Famine Relief Fund Regulations of 1937 were inadequate for incurring requisite emergent expenditure on flood and protective irrigation works, the Orissa Famine Relief Fund (Amendment) Act, 1938, was passed.

In order to control the activities of untrained and unqualified nurses, midwives and *dais* the Orissa Nurses and Midwives Registration Act, 1938, was passed.

The Orissa Prevention of Adulteration and Control of the Sale of Food Act (Orissa Act X of 1938), makes provision to ensure that food intended for human consumption is sold in pure and genuine condition. The object of this enactment was also to unify and improve the laws on this subject in force in the different parts of the province.

The Orissa Co-operative Land Mortgage Bank Act, 1938, was intended to supply the needs of the people for long-term loans by the establishment of Land Mortgage Banks in different parts of the province and also aimed at relieving rural indebtedness, especially of the middle classes.

The Orissa Small Holders Relief Act, 1938, was designed to prevent eviction of small holders and also attachment and sale of their movable property as a result of decrees passed against them up to the period extended to the 30th June 1939, pending the introduction of comprehensive legislation to afford permanent relief.

The Legal Practitioners (Orissa Amendment) Act, 1938, makes provision for Muktars to practise in the areas transferred from Madras and the Central Provinces just as they practise in the old Orissa Division.

In order to regulate the business of money-lending and reduce the very high rate of interest, an important piece of legislation bearing the title "The Orissa Money-lenders Act" was passed with the assent of the Governor-General in 1938.

The Opium (Orissa Amendment) Act, 1939, which received the assent of the Governor-General, amends section 20 of the Opium Act, 1878, so as to confer wider powers on Excise officers to investigate offences. This measure was undertaken in connection with the scheme of prohibition of opium in the district of Balasore.

For the better administration and governance of religious institutions and endowments in the new province the Hindu Religious Endowments Bill, 1938, was passed and received the Governor-General's assent.

**Other Bills.** The following four Bills were referred to Select Committees :—

(1) The Puri Jagannath Temple Bill, 1937.

(2) The Puri Jagannath Temple Bill, 1938.

(3) The Madras Estates Land (Orissa Amendment) Bill, 1937 (Inam Bill).

(4) The Madras Estates Land (Orissa Second Amendment) Bill, 1937.

The Orissa Co-operative Land Mortgage Banks Bill, 1937, was withdrawn on the 21st January 1938.

The following is a list of Bills which lapsed or were otherwise disposed of without being passed into law : —

(1) The Orissa Money-lenders Bill, 1937.

(2) The Puri Jagannath Temple Bill, 1937.

(3) The Orissa Hindu Religious Endowments Bill, 1937.

(4) The Orissa Hindu Religious Endowments Bill, 1937.

(5) The Orissa Agriculturist Debtors Relief Bill.

(6) The Tonki Bill, 1937.

(7) The Orissa Homeopathic Faculty Bill, 1938.

(8) A Bill to amend the Factories Act, 1934.

(9) A Bill to make fixation of Wages.

(10) The Orissa Unregulated Factories Bill, 1938.

(11) The Child Marriage Restraint Act (Orissa Amendment) Bill, 1938.

(12) The Legal Practitioners (Orissa Amendment) Bill, 1938.

Two non-official Bills, namely, the Orissa Maternity Benefit Bill, 1938, and the Orissa Anti-Phooka Bill, 1938, and one official Bill, the Bihar and Orissa Local Fund Audit (Orissa Extension) Bill, 1938, were published in the Gazette but were not actually introduced.

**Questions.** Great interest was displayed by members of the Assembly in eliciting information from Government through interpellations and it was natural, therefore, that the number of questions should have been large in

a new House of a new province. Out of the total number of 1,877 questions which were received, 1,730 were admitted and 871 were answered by Government during the period under review. In addition 2,196 supplementary questions were asked. These questions embraced a large variety of subjects ranging from matters of considerable public importance to those of administrative detail.

**Resolutions.**

Notices of 467 resolutions were received during the period, out of which 435 were admitted. The number of those which actually came before the Assembly and were discussed was 25 including 17 non-official resolutions, of which five were passed, nine were withdrawn and three were negatived. Out of the five passed three non-official resolutions on the following important subjects deserve mention :—

(1) Use of Khaddar in supplying uniforms to Government servants.

(2) Bringing of the partially-excluded areas to the same level with the normally-administered areas of the province.

(3) Inclusion of certain excluded Oriya-speaking tracts in the province of Orissa.

Out of the seven official resolutions passed by the Assembly the following two were important :—

(1) Repeal of the Government of India Act, 1935, and framing of a constitution by a Constituent Assembly.

(2) Objection to the imposition of the scheme of Federation as laid down in the Government of India Act, 1935.

The question of selecting a site for the Capital of Orissa was discussed at length on a motion by Government on the 24th September 1937 and the Assembly decided that the Capital should be located at Cuttack-Chaudwar as recommended in the Dain Committee Report.

**Adjournment motions.**

Five adjournment motions were tabled for discussion during the period under review. One of the motions relating to the destruction by fire of two villages in Khurda was disallowed ; two motions relating to the judgment delivered by the Patna High Court in an appeal from the original case No. 2 of 1933 (the Aul Raj malicious prosecution case) and the teaching of Hindi to Oriyas residing in

Jamshedpur were withdrawn on certain assurances being given on behalf of Government. A motion on the subject of teaching of Hindi in Jamshedpur and another on the British policy in regard to the movement of Arabs in Palestine were ruled out of order.

**The Budget.**

After the inauguration of provincial autonomy the first budget, that is, for 1937-38, was presented to the Assembly on the 30th August 1937. The general discussion relating to it was held on the 7th and 9th September while eight days were devoted to the voting of demands for grants.

The budget for 1938-39 was presented on the 1st March 1938 and the 2nd and 3rd March were devoted to the general discussion. The voting of demands for grants occupied only four days.

The budget for 1939-40 was tabled on the 25th February 1939 and general discussions were held on the 27th and 28th February. Voting of demands for grants occupied eight days. Out of the total number of cut motions aggregating 339 only 80 were moved. Of these 80 motions, 68 were withdrawn and 12 were negatived. All the supplementary demands numbering 89 were carried in the Assembly except one under 'Education—Government Secondary Schools' which was withdrawn after adoption of a cut motion. Fifty-three other cut motions were also moved in respect of these supplementary demands. Of these, 29 were withdrawn and 24 were negatived.

**Committees.**

The following four committees were set up during the period :—

(1) The House Committee;

(2) The Library Committee;

(3) The Rules Committee; and

(4) The Standing Rules Committee.

## CHAPTER IV.

### Local Self-Government.

**Administration.**

At the outset great disparity in the administration of local bodies revealed itself in the three component parts of the province owing to the operation of three different sets of local self-government laws. The Bihar and Orissa Local Self Government Act, 1885, is in force in the districts of Cuttack, Balasore and Puri; the Central Provinces Local Self-Government Act, 1883, in Sambalpur and the ex-Central Provinces areas, while the South Orissa districts are under the operation of the Madras Local Boards Act, 1920. The municipalities in the two halves of the province were constituted under two different laws, viz., the Bihar and Orissa Municipal Act, 1922, in North Orissa and the Madras District Municipalities Act, 1920, in South Orissa. The problem of unifying these divergent laws being of predominant importance, steps were taken to formulate a common law which should be applicable to the province as a whole. Accordingly a conference of all the chairmen and presidents of municipalities and district boards was held in 1938. Out of their recommendations supplemented by the opinions of Heads of Departments a comprehensive Local Self-Government Bill suitable to the conditions of the different parts of the province was evolved, but could not be passed into law owing to the suspension of the Legislature. Similarly, a common Bill for the administration of municipalities in the province has been taken in hand.

**District Boards.**

On the separation from Bihar the province had four district boards including the district council of Sambalpur in North Orissa. The district boards of Cuttack, Puri and Balasore were reconstituted in 1938-39. Although the total number of members of these boards remained unaltered at 123, the number of elected members was raised from 88 to 94 while that of nominated members was curtailed from 35 to 29. As a result of the reconstitution of these boards the Congress party obtained majorities and formed the executives. The reconstitution of the district council of Sambalpur was due in 1937-38, but with a view to convert it into a district board in order to bring it into line with other district boards of North Orissa its life was extended up to the 31st July 1940.

**Local Boards.**

Eleven local boards, viz., three in Cuttack, two in Puri, two in Balasore and four in Sambalpur, continued to exercise powers and discharge

duties delegated to them by the district boards which, as a rule, performed important functions directly. The control of primary schools, management of various ferries and pounds, and upkeep of less important roads were among the chief functions of these subordinate local boards. These boards were reconstituted in 1938-39 in the districts of Cuttack, Puri and Balasore while the term of those in Sambalpur was extended. The boards were presided over by seven elected non-officials, two elected officials and two nominated officials and included 101 elected, 41 nominated and 7 ex-officio members. The Congress party predominated in the reconstituted boards. All the local boards except Cuttack Sadr failed to hold the statutory minimum number of one meeting a month.

**Union Committees and Union Boards.**

The solitary union committee at Soro in Balasore inherited by Orissa from its parent province continued to function during the triennial period. It was reconstituted in 1937-38 and all the seven members were elected. The committee, as usual, looked after sanitation and conservancy, etc., of four villages within its jurisdiction.

There are eight union boards, viz., four in Cuttack, one in Balasore and three in Puri. They were constituted under the Village Administration Act of 1922. The activities of these bodies mainly consisted of the maintenance of rural police, pounds, village roads, primary schools, rural water-supply, sanitation and conservancy arrangements. They are ultimately intended to train people at large in the management of their own affairs but these bodies are not sufficiently well developed to fulfil this object.

**Income and Expenditure.**

The aggregate opening balances of all district boards (including deposits and unspent Government grants) amounted to Trs. 5,59, Trs. 2,28 and Trs. 3,34 respectively during the three years. The total income of these boards from all sources increased from Trs. 16,12 in 1936-37 to Trs. 17,00 in the following year and declined to Trs. 16,73 in 1938-39. The total amount available for expenditure including the opening balances was thus Trs. 21,71, Trs. 19,89 and Trs. 20,07 respectively. Out of these amounts, Trs. 18,82, Trs. 16,54 and Trs. 17,40 were spent leaving balances of Trs. 2,88, Trs. 3,34 and Trs. 2,67 respectively. The total actual ordinary balances of the boards stood at Trs. 1,28 in 1936-37 and at Trs. 1,54 and Trs. 1,05 respectively in the following two years.

The bulk of the income of the district boards comes from the local cess and local rates. Income from these sources decreased

from Trs. 6,24 in 1936-37 to Trs. 5,83 in the following year and recovered to Trs. 6,02 in 1938-39. The unsatisfactory collection of local cess due to the economic depression in Cuttack was responsible for the decrease. The next largest source of income is derived from the Government grants for the education, medical, public health and civil works. The total of these grants increased from Trs. 7,61 in 1936-37 to Trs. 8,71 next year and came down to Trs. 8,15 in 1938-39.

**Educational activities.**

The total expenditure on education was Trs. 7,38 in 1938-39 as compared with Trs. 7,36 and Trs. 6,76 in the two previous years. The decrease in 1937-38 was shared by all the district boards. In Cuttack, Puri and Sambalpur the boards realised the importance of increasing the rates of pay to teachers, which accounted for the increase in expenditure in 1936-37. In Balasore the main reason for the increase was the payment of arrear dues of teachers. In 1937-38 the Cuttack board curtailed the expenditure on grants-in-aid for primary education. The Balasore board incurred less expenditure on construction of type plan lower primary school buildings than in the preceding year 1936-37. In Puri the expenditure decreased owing to the withholding of payment to teachers of stipends for the last quarter of 1937-38. The Sambalpur Council recorded in 1937-38 less expenditure under sub-head 'Primary Schools' on account of arrear pay of teachers than in the preceding year.

During the period under review the number of upper primary and lower primary schools maintained by the boards increased by 5 and 26 respectively, the number of middle English schools supported by grants-in-aid by 5 and the stipendiary lower primary schools by 21, while the number of aided upper primary and lower primary schools decreased by 1 and 49 respectively and stipendiary upper primary schools by 7. The waning popularity of the middle vernacular schools is manifest from the abolition of this class of institution in Cuttack, Puri and Balasore. Substantial grants from the Provincial revenues to the district boards have stimulated advance in the sphere of education but a good deal still remains to be done in the field of primary education of boys and girls, particularly in constructing model school buildings and in increasing the number of teachers and avoiding the undue retention of pupils in the lowest classes of primary schools Vocational education also needs much more attention from the district boards.

**Public Health.**

The total expenditure under the heads Medical Relief and Public Health was Trs. 2,81 in 1938-39, while it remained stationary at Trs. 2,94

in the preceding two years. The district board of Cuttack incurred less expenditure in 1938-39 on account of cholera as there was no widespread outbreak. A new dispensary was opened in 1937-38 at Jagannathpur by the Cuttack Board. In Balasore payment of increment to doctors and compounders, etc., supply of furniture and equipment to three new dispensaries enhanced the expenditure of the board during 1936-37. The district boards generally realised their duty to guard against epidemics and spent reasonable amounts on combating them as far as was possible within their financial resources. They were also alive to the importance of anti-leprosy work in their respective areas. In Cuttack fifteen new clinics were opened in 1936-37 and six in the following year. In Balasore the arrangements for the treatment of lepers at Bhadrak and at Hatigarh continued. The existing eight clinics functioned well in the district of Puri. Sambalpur had four clinics with outdoor centres attached to the dispensaries. The health staff of the district board played their part well in the sphere of public health. With their help preventive measures were vigorously undertaken to check the spread of epidemics. During the malaria season quinine pills and cinchona were distributed through the health staff. Some village sanitation committees which were established during 1937-38 continued to do good work. It is hoped that these committees will develop into useful bodies to tackle problems of village sanitation under the guidance of the district board health staff and with the advice of the Public Health Department. Maternity and child-welfare centres at Sambalpur and Khurda continued to do useful work with financial aid from the local bodies. Though the record of the boards in the sphere of their public health activities is not so depressing, there still remains much to be done for the improvement of sanitation in rural areas, especially through supply of wholesome drinking water.

**Water hyacinth.**

The campaign of weeding out the noxious water hyacinth from tanks, dovas and low-lying tracts in the coastal districts of North Orissa undertaken in previous years through the initiative and zeal of Mr. N. F. Peck, C.B.E., I.C.S., the then Commissioner of the old Orissa Division, continued during the triennial period and the district boards took an active part in it. The campaign produced startling results in the beginning. The districts of Cuttack and Balasore reaped the benefit to a great extent but during the period under review the plants reappeared at numerous places from which they were eradicated, probably due to a slackening in the campaign. It is hoped that with the revival of active co-operation of the local bodies and the public with local officials, the re-growth of these plants will be successfully checked.

**Communications.**

A progressive fall was noticed in the expenditure incurred by the boards on civil works. The year 1936-37 recorded the expenditure of Trs. 6,10 while Trs. 4,52 and Trs. 4,48 were spent respectively in the two following years. Purely on communications Trs. 3,67, Trs. 2,81 and Trs. 2,76 respectively were spent during the triennial period. Increased expenditure in 1936-37 was mainly due to construction and improvement of educational, medical and other buildings in Puri and construction of new roads in Cuttack. The Cuttack district board constructed 9 miles of new metalled roads and 27 miles of village roads, the district council of Sambalpur 63 miles of unmetalled roads and 100 miles village roads, while the Balasore board constructed 82 miles of village roads. In view of the expansion and the increasing popularity of motor bus traffic in the interior of the districts the demand for better roads, like that for medical relief and education, is daily becoming insistent and it is hoped that the boards will realise the importance of effecting necessary improvements in the neglected sphere of communications.

**Veterinary.**

Orissa being predominantly an agricultural province, improvement of the breed of cattle and prevention of diseases amongst them are important functions of the district boards. With their limited finances they carried on their policy steadily although their activities did not undergo much expansion. Expenditure incurred during the triennial period on this work did not show much variation, the maximum amount spent in 1938-39 being Rs. 24,786. The district board of Cuttack maintained four touring veterinary assistant surgeons in addition to the one maintained by Government with the financial aid from the board. The Banki co-operative union and the Kujang co-operative bank maintained one stud-bull each. The Balasore district board continued to maintain two breeding bulls of good pedigree.

**General.**

Relations between the officials and the non-officials were generally cordial during the period under review.

**District Boards in South Orissa.**

In South Orissa there were two district boards, namely, Ganjam and the Agency district board of Koraput, functioning under the provisions of the Madras Local Boards Act, 1920, as amended by Madras Act XI of 1930 with certain modifications applicable to the Agency district board of Koraput. Before the creation of the province the old Ganjam district board was bifurcated on the 20th January 1936 into two district boards, namely, Ganjam and Chicacole, in conformity with the inter-provincial boundary. The

division between them of the assests and liabilities of the old district board is still under correspondence with the Government of Madras.

The Ganjam board was reconstituted in 1936. The term of the members of the district board and of all the panchayat boards, excepting that of Aska was normally to have expired on the 1st November, 1936 but was extended on account of the non-completion of the election proceedings in time to the 31st December 1936 in the case of the district board and to the 10th December in the case of the panchayat boards. The panchayat board at Aska was reconstituted on the 23rd April 1936. As a result of the bifurcation of the old Ganjam board the new district board area was divided into 27 electoral circles which returned in all 33 members including six members elected from the reserved seats, namely, one Muslim, one Indian Christian, one European, one woman and two Adi-Dravidas. Of the 33 elected members 16 belonged to the Congress party.

There were no changes in territorial jurisdiction of the new Ganjam district board, which continued to extend over the whole of the revenue district of Ganjam excluding the Agency portion. The electoral circles also underwent no change in 1937-38.

The total ordinary income of the district board of Ganjam rose from Rs. 5,48,302 in 1936-37 to Rs. 5,75,737 next year. Income from taxation, remunerative enterprises and miscellaneous receipts accounted for the increase. The total ordinary expenditure fell from Rs. 6,01,637 in 1936-37 to Rs. 5,30,771 in the following year. The number of elementary schools for boys remained stationary at 258 while the number of pupils increased from 11,492 in 1936-37 to 11,605 next year. The number of elementary schools for girls increased from 44 to 45 while the number of girl students decreased from 1,837 to 1,753. Eight secondary schools continued to be maintained by the district board. There was no restriction on the admission of pupils of backward classes in any of the board schools. Special schools for the children of Adi-Dravidas were maintained at Aska, Russelkonda and Purusottampur.

For the advancement of public health 30 dispensaries were maintained in 1937-38 as against 29 in the previous year. Out of these dispensaries 6 were Ayurvedic institutions. Some of the medical officers in charge of the rural dispensaries were asked to do itinerary work for rendering medical relief in villages. The district board maintained a leprosy clinic which treated 3,130 patients in 1937-38. The board continued to take a keen interest in maternity and child-welfare. The qualified midwives at the

Chatrapur child-welfare centre attended 84 labour cases in 1937-38 as against 93 in the previous year. Multiplication of maternity and child-welfare centre appears to be an imperative need of the district board. The health staff as well as local agents appointed by the board continued to do useful work and organised preventive measures to combat the epidemic and endemic diseases. To check malaria, quinine in the shape of powder and tablets was distributed by the health staff of the board in the affected areas.

The total length of all classes of roads maintained by the district board was 330 miles. About 53 miles of Great Northern Trunk Road were maintained at a cost of Rs. 25,953 in 1937-38. The total expenditure incurred on the maintenance of second class and other roads declined from Rs. 1,78,232 in 1936-37 to Rs. 1,13,751 next year. The construction of a new bridge on the Great Northern Trunk Road near the Chilka lake which was commenced in 1933-34 was completed in 1937-38. The construction of a first class travellers' bungalow at Berhampur at an estimated cost of Rs. 7,600 was also completed during the year.

The number of panchayat (major and minor) boards working at the close of the year 1937-38 was 6 and 22 as against 6 and 18 respectively in the preceding year. The sanctioned strength of major panchayat boards rose from 59 to 67. All the members were elected as in the case of the Ganjam district board. The major panchayat boards were presided over by elected non-official presidents. These boards held 72 meetings in 1937-38 as against 84 in the year preceding, of which 2 were adjourned for want of time and other reasons.

In 1938 the panchayat boards at Gopalpur and at Russelkonda were superseded on the ground of inefficiency and mismanagement, the former with effect from the 1st April 1938 and the latter from the 29th April of the same year. During the period of supersession the duties of these boards were carried on by two Special Officers appointed by Government. The two boards have since been reconstituted and restored to popular control.

As usual, the major panchayat boards looked after communication, public health, education and lighting. The panchayat board at Kukudakhandi continued to maintain a school of its own with the help of Government grant.

**The Agency District Board of Koraput.**

As full information for the triennial period relating to the activities of the Agency district board, Koraput, and its subordinate boards was not available a word might be useful about its constitution and general functions at the beginning of the province.

The Agency district board of Koraput was reconstituted with effect from the 1st April 1936. The sanctioned strength of the board was 16. It was raised to 17 in December 1936 and further to 19 in January 1939. All the members of the board were appointed by nomination. Under sub-section (1) of section 12 of the Madras Local Boards Act, 1920, as applicable to the Agency, the Provincial Government appointed the Collector of Koraput and the Treasury Deputy Collector of the district, to discharge the duties of the President and the Vice-President respectively. The Special Assistant Agents at Nowrangapur and Rayaghada were appointed as Presidents of the taluk boards of Koraput and Rayaghada respectively with effect from the 1st April 1936.

The Agency district board looked after the management of the district ferries and secondary schools and exercised general supervision over the taluk and union boards. The district board exercised no control over the roads in the Agency as they were transferred to the Public Works Department and the Revenue Department. The Agency district board continued to maintain five secondary schools and two high English schools.

The taluk boards looked after medical relief, sanitation, and were also responsible for the spread of elementary education. The control of markets and cart stands was also within the functions of the taluk boards. The total number of elementary schools under the control of taluk boards was 165. There were 6 hospitals and 7 dispensaries managed by them.

**Municipalities in North Orissa.**

The towns in North Orissa which have municipalities under the Bihar and Orissa Municipal Act, 1922, are:—

| | Population. |
|---|---|
| Cuttack ... ... ... | 65,263 |
| Puri ... ... ... | 37,568 |
| Balasore ... ... ... | 17,836 |
| Sambalpur ... ... ... | 15,016 |
| Kendrapara ... ... ... | 12,620 |
| Jajpur ... ... ... | 10,680 |

The Cuttack municipality which was superseded on the 4th December 1933 due to maladministration was restored to the elected commissioners on the 1st October 1937. General elections were held in 1937-38 in all the municipalities except

Sambalpur, where a reconstitution on the elective basis was made in February 1939. In 1938-39 the total number of members in the six municipalities was 121 of whom 6 were ex-officio, 19 nominated and the rest elected. All these municipalities had elected non-official chairmen at their heads. As compared with 1936-37 some improvement occurred in the matter of holding meetings and of attendance at them. The number of meetings held in 1938-39 was 111 against 70 in 1936-37 and 83 in 1937-38. No meeting was adjourned for want of a quorum. Kendrapara, Balasore and Sambalpur recorded an improvement in the percentage of attendance during the year. The percentage of attendance in the Jajpur municipality was as low as 46·2 in 1938-39.

**Financial position.**

The aggregate income including the Government grant and excluding the closing balances of the six municipalities showed a progressive increase from Trs. 4,87 in 1936-37 to Trs. 5,23 and Trs. 5,57 respectively in the two following years, while their total expenditure was Trs. 5,06, Trs. 4,85 and Trs. 5,65 respectively during the period. The grant of Rs. 50,000 by Government to the Sambalpur municipality during the year 1938-39 for the construction of the Sambalpur Sadr hospital mainly contributed to the increase. Better collection of the current demands and realisation of arrear taxes in some municipalities helped their income to improve to a certain extent. The increase in expenditure in 1938-39 was primarily due to the fact that more money was spent by these bodies on public health, medical relief and public conveniences. The financial condition of the Jajpur municipality gave cause for dissatisfaction as it could not maintain the minimum prescribed closing balance during the triennial period. The municipal board, Balasore, also showed signs of deterioration in its financial position. The average incidence of taxation per head of population varied from a minimum of Re. 0-14-3 in Kendrapara municipality to Rs 2-11-5 in Sambalpur. There was no revision of assessment in the municipalities during the triennial period except that of Balasore, in which the revision of assessment was given effect to from the 1st April 1939.

The minimum standard of collection, viz., 95 per cent, was reached in all the municipalities in 1936-37, but in the subsequent year collections in Puri, Balasore and Sambalpur fell below the prescribed limit. Failure to reach the prescribed standard of collection is rather a common defect in the municipal administration, which cannot be remedied without strict supervision by the collecting staff who are generally apathetic and reluctant to incur the disfavour of the rate-payers.

**Education.**

Educational expenditure showed a steady advance in all the municipalities from Trs. 43 in 1936-37 to Trs. 46 in the two following years. The increase in expenditure was mainly due to the construction and improvement of primary schools. Provision for the teaching of gardening to pupils in some of the primary schools under the Puri municipality was a noteworthy improvement introduced in the period. In some of the municipalities schools were opened specially for the depressed classes. On the whole the activities of the municipal bodies in the sphere of education were normal.

**Outdoor administration.**

Some of the municipalities showed an active interest in the field of anti-leprosy work. The leper asylum at Cuttack continued to receive suitable annual contributions from the municipalities of Cuttack, Puri and Sambalpur, and the two latter also continued their annual grant of Rs. 300 for leper clinics in the municipal areas. The Ayurvedic dispensary at Balasore received an annual contribution of Rs. 100 from the municipality towards its upkeep. Maternity and child-welfare work received a certain amount of impetus from the financial aid given by some municipalities, the grants of Rs. 1,038 by Puri and of Rs 1,000 by Sambalpur being the most outstanding. Food control received due attention from some municipal bodies. Cuttack employed a temporary food inspector to supervise the sale of foodstuffs. Prosecutions were launched in some suitable cases under the Food Adulteration Act by the Cuttack and the Puri municipalities but the results were not entirely satisfactory. Water-supply arrangements, which continued to be of a poor standard, needed much improvement. The expenditure on this important object was only Trs. 9 in 1936-37; fell to Trs. 6 in the next year and came up to Trs. 8 in 1938-39. Among the activities under this head may be mentioned the sinking of some tube-wells by the Cuttack municipality in different parts of the town, especially in localities inhabited by the depressed classes. The provision of tube-wells falls far short of the long-felt need of water-supply in the premier town of Cuttack which is not infrequently infested with epidemic diseases. The Puri pipe water-supply is considered a distinct boon to the people, particularly at the time of the important festival of Rathajatra. It is patent that the arrangements for a wholesome water-supply in municipal areas other than Puri are inadequate and need expansion.

The expenditure on conservancy, which is also of vital importance from the standpoint of municipal administration, amounted to Trs. 1,72 in 1938-39 as compared with Trs. 1,66, and Trs 1,55 in the two preceding years. Conservancy carts were used in most of the municipalities for removal of night-soil. Cuttack

provided lorries for this purpose. The expenditure on drainage rose from Trs. 4 in 1936-37 to Trs. 7 and Trs. 15 in the two following years. In spite of the increasing expenditure on this important object, defective drainage and sewerage in municipal towns still continues to be a menace to the public health and the need for improvement cannot be too strongly emphasised. For the public convenience the Cuttack municipality constructed a Jubilee market and some sanitary masonry latrines and purchased a fire engine. These were briefly the more noteworthy activities of the municipal administrations during the triennial period. It is evident that much still remains to be done in the field of sanitation in municipal areas.

**Roads and lights.**

Under the head of roads too, there is not much to be placed on record. The municipalities spent Trs. 70 on roads in 1938-39 as compared with Trs. 69 and Trs. 60 in the two preceding years. The Government House road at Puri was taken up and completed in 1936-37. Some improvements to roads in the Cuttack town were made during the period. The dust nuisance, for which some of the municipalities are notorious, was checked to a great extent by the use of motor water-carts. The expenditure on lighting remained almost stationary at about Trs. 30 during the triennial period. The electrification of road lighting at Cuttack continued to the great advantage of the public.

**Municipalities in South Orissa.**

On the 1st April 1936 two municipalities constituted under the Madras Municipality Act, 1920, viz., one at Berhampur with a population of 37,750 and the other at Parlakimedi with a population of 20,048, came under the control of the Government of Orissa. Some difficulty arose at the beginning in the administration of municipalities owing to the divergence of laws prevailing in the two halves of the province. The Inspector of local boards and municipal councils, Madras, ceased to exercise control over the two municipalities and the Secretary to the Government of Orissa in the Education, Health and Local Self-Government Department discharged the functions of the Inspector till the 1st February 1937, when the Collector of Ganjam was appointed as the Inspector of local boards and municipalities.

The two municipalities were reconstituted on an elective basis during 1937-38, with non-official chairmen at their heads. There were no changes either in the sanctioned strength or in the number of reserved and unreserved seats on the two municipal councils nor was there any change in their jurisdiction. The two commissioners, one for the Berhampur municipality and the other

for the Parlakimedi municipality, carried on their executive functions under the provisions of the Madras Act. The system under which the executive work is conducted by a specially appointed commissioner under the Madras law is unknown in the municipalities in North Orissa.

There were 43 meetings held in 1938-39 as against 49 and 43 in the two previous years. Six meetings were adjourned for want of a quorum during the triennial period. The percentages of attendance of the members in the meetings were 62·1 and 63 and 55·25 respectively.

**Income and Expenditure.**

The total ordinary receipts of the two municipalities were Rs. 1,20,180, Rs. 1,30,143 and Rs. 1,29,716 respectively during the triennial period. The revenues from taxation and miscellaneous receipts which form the bulk of the income amounted to Rs. 58,946, Rs. 62,061 and Rs. 60,221 respectively. 79 per cent of the current demand of taxes and 87 per cent under "non-Taxes" were realised in 1936-37; 82 per cent and 87 per cent in 1937-38 and 75 and 81 per cent in the following year. The incidence of taxes was on the average Rs. 2-6-6 in Berhampur and Re. 0-14-4 in Parlakimedi per head of population. Some deterioration was noticed in the financial condition of the Parlakimedi municipality.

A substantial income is derived by the municipalities from remunerative enterprises. The net revenue under this head amounted to Rs. 24,420 in 1936-37 and to Rs. 24,675 and Rs. 24,047 respectively in the two following years. Markets, public cart stands, slaughter-houses and land development which are the chief sources of this revenue were under the management of the municipality. The general town planning scheme undertaken by the Berhampur municipality has not yet been completed.

The total ordinary expenditure amounted to Rs. 1,11,383, Rs. 1,11,875 and Rs. 1,06,525 respectively during the period under review. The municipalities could not take up certain items of expenditure owing to dimunition of the toll compensation grants which were allotted to them as compared with the amounts they were getting from Madras before separation.

The total expenditure, including capital, on education amounted to Rs. 47,341 in 1936-37; it decreased to Rs. 40,924 next year and stood at Rs. 43,132 in 1938-39. The major portion of the amount was spent on elementary education. Secondary education was not neglected by the Berhampur municipality, which continued to maintain an Oriya middle school. The scheme of compulsory elementary education was in force in the Parlakimedi

municipality. It is reported that a similar scheme of compulsory education is under the consideration of the municipal council of Berhampur. The education of backward communities was encouraged by both the municipal councils. Pupils of depressed classes were admitted without restriction into all classes of schools under the Berhampur municipality. A separate school for Muhammadan boys was maintained by the Parlakimedi municipality. For vocational education Berhampur continued to maintain a weaving institution. No education cess was levied in either of the municipalities.

**Public Health.**

The total expenditure, including capital, on Public Health amounted to Rs. 77,168, Rs. 70,142 and Rs. 82,932 respectively during the triennium under review. Berhampur continued to maintain two medical institutions, while Parlakimedi had none. The leper clinic at Parlakimedi which treated about 100 patients daily worked well during the period. Both the municipalities played their part creditably in maternity and child-welfare work. The two councils continued to employ trained midwives for rendering skilled services in cases of child birth. The contribution by the Berhampur municipality of Rs. 1,200 helped the local child-welfare centre materially in expanding the scope of its utility. To combat epidemics the Berhampur municipality took extensive preventive measures as a result of which the town was cleared of cholera. The Parlakimedi municipal area also enjoyed immunity from this fell disease during the period.

**Communications.**

The total expenditure, including capital, on communications was Rs. 31,675 in 1936-37 ; Rs 34,726 in 1937-38 and Rs. 32,767 in 1938-39. The Berhampur municipal council maintained 40 miles of road while Parlakimedi maintained 14½ miles. The condition of roads in the interior of the Berhampur town and of outlying streets was reported to be unsatisfactory. It is evident that there remains much need for improvement under this head.

At the beginning of the triennial period the Berhampur municipal council maintained 493 lights of which 466 were ordinary lights and 27 were higher power lights. Owing to the process of electrification of street lighting the ordinary lights and electric lights numbered 241 and 320 respectively at the end of the period.

**General.**

Though the report of the Comptroller, Orissa, on audit of accounts of municipalities did not disclose any case of defalcation of public money during the period under review, cases of non-levy of taxes, short assessment, omission of assessments, unsatisfactory collection and

delay in recovery of advances noticed in some of the municipalities were dark spots on their administration. It is no less disquieting to find some instances in which municipal councillors were themselves in arrears in payment of taxes. The real crux of municipal administration lies in reasonable assessment of holdings, efficient collection of taxes and equitable distribution of the burden of taxation; but the municipal boards generally failed to come up to the standard, probably due to lack of driving power in the executive, laxity of supervision and reluctance on the part of the municipal commissioners to bear the odium that attaches to fair taxation and successful collection.

After the reforms of 1920, when official control was eliminated, the elective system was introduced on a wider scale and non-official elected chairmen became the rule, great hopes and aspirations were aroused in the field of local self-government. But the summary of events and statistical information presented in the foregoing paragraphs make it apparent that the progress made by the municipalities in the province as a whole has fallen short of the popular expectation. Instances of internal dissensions, party feuds, subordination of public interest to personal advantage and general unwillingness of many men of character and integrity to stand for election as commissioner have been prejudicial to the healthy development of local self-government. It is true that the poverty of the towns in the province, small as they are, lies at the root of the financial stagnation in municipalities which is, no doubt, relieved to a certain extent by suitable contributions from Government for specific objects; but before any substantial progress is made effective steps will have to be taken to tap all possible sources of revenue, and municipal bodies must be prepared to incur the odium of a policy of adequate taxation and to guard against the demoralising influence of party faction.

## CHAPTER V.

### Education.

**General.**

Education is one of the most important and difficult problems which the new Government of Orissa had to face. Divergent conditions prevailing in the two halves of the province accentuated the difficulties of the department in carrying on its administration at the beginning. Unification of different systems, which is of primary importance for the development of the province as a cultural unit, and reorganisation of the administrative machinery to an efficient working order, were the problems which engrossed the attention of the department during the period. In spite of the initial difficulties education continued to make some headway in the province.

The number of male scholars in the province was 7·06 in every hundred of the male population in 1937, 7·40 in 1938 and 7·40 in 1939. The number of female scholars was 1·43, 1·49 and 1·55 per hundred respectively in these three years. The total number of male scholars in all institutions rose from 271,095 in 1937 to 273,975 in 1938 and further to 284,268 in 1939 The total number of institutions, recognised and unrecognised, for males increased from 8,248 in 1937 to 8,272 in 1938 and to 8,572 in 1939. The total number of female scholars rose from 59,993 in 1937 to 62,546 in 1938 and to 65,134 in 1939; while the number of all classes of institutions for females was 453, 458 and 447 respectively in these three years. The fall in 1939 is chiefly owing to the amalgamation of inefficient girls' schools with those for boys. The slight increase noticed in the number of institutions and their pupils conveys the impression that the quantitative progress is slow in consideration of the area and population of the province.

The total expenditure on education in 1936-37 was Rs 40,63,049 against Rs. 40,61,382 in 1937-38 while it was Rs. 41,94,651 in 1938-39. The percentages of expenditure during the three years are compared below :—

| | From Government funds. | From local funds. | From fees. | From other sources. |
|---|---|---|---|---|
| 1936-37 | 46·62 | 25·23 | 16·66 | 11·49 |
| 1937-38 | 48·85 | 21·92 | 17·35 | 11·88 |
| 1938-39 | 65·09 | 6·93 | 17·03 | 10·95 |

The above figures are, however, misleading. They appear to show a heavy decrease in expenditure by local bodies on education in 1938-39, but this apparent decrease is due to the fact that Government subsidies were previously shown as expenditure by the local bodies whereas in 1938-39 they were correctly included in the expenditure from Government funds.

The average cost per scholar varied from Rs. 12 to Rs. 13 during the period.

**University and College Education.**

The province is not yet equipped with a University of its own. The question of the constitution of a separate University is under the consideration of a Committee whose recommendations are awaited.

The collegiate institutions in North Orissa are affiliated to the Patna University, to which Government make an annual contribution of Rs. 2,000. Those of South Orissa are affiliated to the Andhra University. The number of collegiate students rose from 797 in 1936-37 to 902 in 1937-38 and fell to 865 during the next year. The direct expenditure on collegiate education amounted to Rs. 3,32,671 during the year 1938-39 as against Rs. 3,51,860 and Rs. 3,20,461 in the two previous years respectively. The average cost of educating a student fell from Rs. 402·1 in 1936-37 to Rs. 390·1 in 1937-38 and further to Rs. 384·6 in 1938-39.

The Ravenshaw College at Cuttack is the solitary governmental institution in Orissa which imparts purely collegiate education and affords facilities also for the education of women students desirous of taking up higher courses of study. It is not yet a fully equipped institution, as all the subjects included in the curriculum of the Patna University are not taught in it. The institution had 595 students including 14 women students in 1938-39. Among the chief activities of this institution, arrangements for extra-mural lectures, extension lectures, opening of an elementary economics class for I. A. students, the establishment of a students' information bureau and the College museum, may be mentioned. Games continued to be compulsory for students including women students. Scouting, rovering and boating also gained popularity among the students.

Other collegiate institutions are an admixture of school and college classes. The Maharaja's College at Parlakimedi which is managed by the Maharaja has I.A. and B.A. classes in a few subjects. This institution, the Maharaja's Sanskrit College for oriental studies at Parlakimedi and the Khallikote College at Berhampur, which combines school classes with I.A. classes in certain subjects, are aided by Government and are affiliated to the Andhra University.

The province has got no degree college for women. I A. classes attached to the Ravenshaw Girls' School, Cuttack, afford some facilities for collegiate education of girls. The very limited number of women students in the I. A. classes, which has not yet exceeded a dozen, indicates how little the opportunities for higher education are availed of by those for whom they are intended and how conspicuously slow is the educational advancement among women. The appointment of a qualified teacher recruited from the Lady Irwin College at Delhi provided facilities for the study of domestic science in this institution. The girl guide movement and organisation of outdoor games gained popularity among the students of the school.

**Professional Colleges.**

The Training College at Cuttack bore 29 students including two women graduates on its roll during the year 1938 39 against 21 in 1936-37 and 23 in 1937-38. The very high percentage of successes achieved by the candidates who appeared at the Diploma in Education Examination during the year speaks well for the efficiency of the institution. A system of granting bursaries to the needy but deserving students was introduced as an experimental measure for five years in place of the stipendiary system. With a view to increase efficiency the College was reorganised and the staff was strengthened by the addition of another lecturer.

In spite of the facilities for training at Cuttack made known to the students in South Orissa, some of them having degrees of the Andhra or of Madras Universities preferred to go to the College at Rajahmundry in Madras where seats have been reserved for eight students from Orissa.

The Law Classes at Ravenshaw College had 55 students during the year 1938-39 as against 51 in 1936-37 and 54 in 1937-38. The number of students who graduated in Law did not exceed an average of sixteen during the last three years. It is regrettable that signs of deterioration of discipline were manifest in 1938 in a strike organised by the students who had taken up this higher course of professional study

**Secondary Education.**

Important differences in the nomenclature, syllabus, staff, pay and prospects, system of grant-in aid, charging of fees, system of examinations and control which revealed themselves in the two parts of province at its inception hindered the Education Department in widening

the scope of primary and secondary education. The progress that has been achieved in the sphere of secondary education in the province can be judged from the facts and figures given below.

The province in the first year of its existence had 216 secondary schools including middle vernacular and higher elementary schools for all classes of boys and girls, both Indian and European, with 30,427 pupils on their roll. The number of schools rose to 229 with a corresponding increase of pupils to 32,255 in 1937-38. The year 1938-39 witnessed a further increase to 237 in the total number of institutions with a corresponding increase to 34,587 pupils.

In 1936-37 and the following year the number of high schools for Indian boys remained 32 while the number of pupils rose from 9,490 to 9,866. In 1938-39 the number of institutions rose to 35 with a corresponding increase of pupils to 10,696. There is a growing tendency to convert middle English schools into high schools by opening higher classes above the middle English standard. The aspirations of the public in this direction are no doubt laudable, but what is to be guarded against in this connection is the overlapping or mushroom growth of such institutions.

The number of middle English schools for boys is also gradually increasing. In 1936-37 middle English schools in the province numbered 122 with 12,492 pupils on their roll. The year 1937-38 showed an increase in the number of institutions to 126 and that of pupils to 12,689, while the provincial totals of schools and pupils were 131 and 13,605 in 1938-39.

Although middle vernacular schools became almost extinct in the districts of Cuttack, Puri and Balasore, owing to the marked preference on the part of local bodies in North Orissa for middle English schools, the number of these institutions rose from 47 with 5,824 pupils in 1936-37 to 56 with 6,991 pupils in the following year owing to the opening of two schools in Sambalpur, three in Ganjam and four in Koraput. In 1938-39 the number fell to 55, though the number of pupils increased to 7,134.

Hindi was introduced as an extra curricular subject of study in most of the urban secondary schools with the assistance of the Prantiya Hindi Prachar Sangha.

When the province came into existence there was no provision for the medical inspection of secondary school students in South Orissa. This salutary system already in force in North Orissa was subsequently extended to South Orissa.

The aided secondary schools in North Orissa depend almost entirely on aid from Government supplemented by income from fees, while these institutions in South Orissa are generally provided by leading zamindars, among them the Maharaja of Parlakimedi, whose great generosity and public-spiritedness in providing for secondary education deserve mention.

Some middle and higher elementary schools introduced vocational training, chiefly in gardening, farming, tailoring, weaving and carpentry, which points to the growing popularity of technical education. A number of teachers were given training in bee-keeping with a view to the introduction of this small industry as a profitable hobby among pupils.

For the Matriculation examination of 1943 and onwards Oriya has become the medium of instruction in all high schools in North Orissa in accordance with the new regulations of the Patna University.

The Committee appointed by Government to advise them on various problems connected with the organisation of secondary education in the province submitted their recommendations which are under consideration.

The total expenditure on secondary education for boys and girls rose from Rs. 10,23,150 in 1936-37 to Rs. 10,69,387 in 1937-38 and further to Rs. 10,82,256 in 1938-39.

**Primary Education.**

As in the case of secondary education so also in the sphere of primary education points of divergence in system and procedure in the two parts of the province presented administrative difficulties. The progress made in primary education during the triennial period is revealed in the following facts and figures:—

The total number of primary schools for all classes of boys and girls, both Indian and European, decreased from 7,569 to 7,557 in 1937-38 and further to 7,552 in 1938-39. Enrolment of pupils, however, increased from 279,924 to 282,815 in 1937-38 and further to 286,924 in 1938-39. Direct expenditure on primary schools for Indian boys fell from Rs. 14,79,137 to Rs. 13,80,356 in 1937-38 and rose to Rs. 15,10,199 in 1938-39.

Mr. H. Dippie, I.E.S, late Director of Public Instruction, observed that in the province as a whole there was a tendency to

sacrifice quality in education to quantity. This criticism is borne out by the following table comparing the distribution of boys in the various classes of primary schools:—

| | Class I. | Class II. | Class III. | Class IV. | Class V. |
|---|---|---|---|---|---|
| 1936-37 | ... 42·5 | 24·9 | 18·0 | 9·2 | 5 4 |
| 1937-38 | ... 41·5 | 25·5 | 18·4 | 9·1 | 5·2 |
| 1938-39 | ... 54·73 | 19·62 | 14·28 | 7·34 | 4·03 |

The high percentage of boys in class I and its gradual decrease in the higher standards show that much of the effort and expenditure of public funds devoted to the expansion of primary education has been wasted on children who begin but fail to complete their studies It is reported that irregular attendance, inadequate staff, poor salary of teachers, want of accommodation and the grant-in-aid system in the Ganjam plains are the reasons that hamper real progress. However laudable the desire may be on the part of local bodies and public-spirited people to spread education and to eliminate illiteracy, it will not be possible to get an adequate return for the money spent until they realise the unsatisfactory features mentioned above and make efforts to remove them.

There were some 31 recognised night schools with 827 pupils in 1938-39, which showed some decrease as compared with the two previous years.

Compulsory education, which is confined to boys, is in force in the Banki union and the Parlakimedi municipal area, where the scheme is reported to have been working smoothly.

**Concentration.**

No serious efforts are reported to have been made in the direction of concentration which is of such vital importance to the education of small boys, especially of beginners. Want of accommodation for combined schools and provision for a large type of school-house with the requisite number of teachers are the obstacles to the real solution of this problem. Notwithstanding these difficulties 70 boys' schools were reorganised during 1937-38. During this year Government offered a reward of Rs. 500 for the best design for a cheap primary school-house.

**Classification.**

As the real educational position with regard to recognition of primary schools was vague and misleading, the system of recognition was reorganised and three different classes of schools were introduced in 1936. 'A' class schools are those which fully satisfy the minimum requirements for recognition; those which comply with the minimum requirements but have slight deficiencies in the matter of space and equipment are classed as 'B'; and those which fall short of requirements in many respects are grouped as 'C'.

The classification of primary schools for boys and girls in North Orissa according to the system of reorganisation is compared below :—

| | Class. | Upper primary school. | Lower primary school. |
|---|---|---|---|
| 1936-37 ... | A | 123 | 203 |
| | B | 205 | 999 |
| | C | 89 | 3,483 |
| Total ... | | 418 | 4,685 |
| 1937-38 ... | A | 126 | 213 |
| | B | 241 | 982 |
| | C | 55 | 3,451 |
| Total ... | | 422 | 4,646 |
| 1938-39 ... | A | 120 | 234 |
| | B | 263 | 1,057 |
| | C | 37 | 3,348 |
| Total ... | | 420 | 4,639 |

When the schools were classified according to the above rule it was found in 1936-37 that out of 4,685 lower primary schools 3,483 obtained class 'C' certificates duly It can thus be seen that a large proportion of lower primary schools on which public funds are spent are incapable of producing the results expected.

From the statistical information of three years presented above it is evident that 'literacy'—the minimum possible measure of education—on the spread of which so much stress is laid from all sides has not made much headway in this province, its backwardness being very pronounced in the Agency areas of South Orissa. The policy of increasing primary schools which was steadily followed after the reforms of 1920 in order to remove illiteracy among the masses, which is a factor of much political importance, puts a heavy demand on the Provincial revenues which are bearing a fair share of outlay as the figures indicate; but the critics who complain that an adequate amount is not spent on combating illiteracy appear to forget the meagre and inelastic nature of the resources of the province

**Oriental studies.**

Great disparity in the matter of control of Sanskrit studies was found to exist between the two halves of the province. North Orissa had a separate organisation for the control of higher studies, inherited from the late Bihar and Orissa province; while in South Orissa these studies were controlled by the University in the same manner as other higher studies. Steps have, however, been taken to form a Sanskrit Association for the entire province with a view to bringing about unification in the matter of Sanskrit education.

The Orissa members of the Bihar and Orissa Sanskrit Convocation and Council were constituted into a separate Convocation and Council of a temporary nature and they now control Sanskrit studies. As the number of the institutions did not appear to justify the employment of a Superintendent of Sanskrit Studies, the Assistant Superintendent who was attached to the old Orissa Division was made Inspector of Sanskrit Schools. This officer now controls all the tols and all elementary and primary Sanskrit schools. There are in the province two Sanskrit Colleges at Puri and at Parlakimedi. The former is maintained by Government and is under the control of the Inspector of Schools, North Orissa, while the latter is largely maintained by the Maharaja of Parlakimedi aided by a grant from Government. The staff of the college at Puri was strengthened by the appointment of an Ayurvedic teacher towards the latter part of the year 1937-38. Both the institutions showed a decline in numerical strength of pupils in 1938-39.

The number of recognised Sanskrit tols remained almost stationary round about 81 during the period under review.

**Technical, Trade and vocational schools.**

The number of vocational schools classed as industrial schools remained unchanged at 10 but the number of pupils increased from 224 in 1937-38 to 277 in the following year. Of the ten schools, the Phulbani Industrial School was managed by Government while the others were aided.

The importance attached by Government to technical and vocational education is indicated by the increasing expenditure, which reached Rs. 29,822 in 1938-39 as compared with Rs. 16,863 and Rs. 16,696 in the two preceding years.

Besides the ten industrial schools vocational instruction was imparted through middle and higher elementary schools to which Government made special grants either through the Education Department or through the local bodies of the province. Also vocational classes were attached to certain middle and higher elementary schools, of the subjects taught the chief being tailoring.

Other institutions of a vocational type are the Orissa Medical School and the Orissa School of Engineering. The Commercial Class attached to the secondary training school at Cuttack taught typewriting, Shorthand, Book keeping and drafting and continued to serve a useful purpose in supplying qualified men for Government ministerial service.

**Training of teachers.**

Besides the professional training college, Cuttack, for enabling graduates to obtain diplomas in education to which reference has already been made the province has got two secondary training schools—one at Cuttack and another at Berhampur—entirely maintained at the cost of Government. Matriculates or secondary school-leaving certificate holders declared eligible for admission to University courses of study are eligible for admission into these secondary training schools. Recruitment of candidates for the Berhampur school is biennial and the course of training for candidates who sat for or passed the Intermediate examination is limited to one year.

Thirty matriculates are recruited annually at the training school at Cuttack. In place of stipends, a system of granting a bursary of the value of Rs. 10 each a month to needy and deserving pupils in both the training schools was introduced as an experimental measure for a period of five years. At the Cuttack school two bursaries are reserved for pupils of the schedule castes and two for those of hill tribes, while at Berhampur one is set apart for pupils of each of these communities.

The question of having a uniform syllabus, course of study and system of examination in the two secondary training schools is under examination.

The number of elementary training schools for masters remained stationary at 15 during the period under review. In North Orissa elementary training schools at Biribati, Tangi and Bhadrak (for Muslims) were closed during the year 1936-37 as they were considered to be in excess of requirements. The solitary school for training Muslim teachers at Cuttack was originally on an unsatisfactory upper primary basis and has since been raised to middle vernacular. At the outset all the elementary training schools in North Orissa continued to give one year's training, while in South Orissa the period of training covered two years. In place of the one-year course of study in the elementary training schools in North Orissa a two-year course of study has been introduced.

Of the training schools in the Koraput and Ganjam Agencies intended to train teachers of hill tribes, two were allowed to

continue teaching on a lower elementary basis. The lower elementary training school at Russelkonda in Ganjam was raised to the higher elementary status.

The number of trained men teachers employed in primary schools in the province showed an appreciable rise from 6,304 in 1937-38 to 6,533 in 1938-39; it rose from 756 to 769 in middle schools and from 345 to 351 in high schools. The number of untrained teachers in primary schools decreased from 5,811 in 1937-38 to 5,581 next year, while it increased from 265 to 286 in middle schools and from 192 to 213 in high schools during the period. Despite the decrease noticed in the number of untrained teachers, a large number of them are still employed in primary and secondary schools. This shows that the facilities afforded by Government for training teachers are not fully utilised by them or their employers and that the vital importance of improved methods of teaching is not fully realised.

**Female education.**

The prejudice against education of girls appears to be gradually dwindling away, child marriage has become illegal and the Purdah system has been slackening but the progress made in the sphere of female education has been slow. With the increase in the number of institutions for Indian girls and women from 452 in 1936-37 to 457 in the succeeding year, the enrolment of girls under instruction rose from 16,665 to 16,981. Owing to the abolition of some inefficient schools in 1938-39 the number of institutions came down to 446, while that of girl students increased to 17,586. The number of girls attending boys' schools rose from 45,319 in 1937-38 to 47,287 next year. The bulk of the girl students were under instruction in the primary stage. The gradual disappearance of objection to co-education is being reflected in a progressive increase in the number of girls receiving education with boys in institutions in the province.

The total direct expenditure on institutions for girls increased from Rs. 2,58,356 in 1936-37 to Rs. 2,66,219 in 1937-38 and further to Rs. 2,90,235 in 1938-39.

There is no degree college exclusively for women in the province. The paucity of women students has so far not warranted the establishment of an institution exclusively for them. Most of the women who wish to take a college course are having co-education in colleges for men where they have greater choice of subjects and efficient staff and a University atmosphere. With the opening of I.A. classes in the Ravenshaw Girls' School, facilities for collegiate course of instruction for women have increased. The number of girl students receiving instruction in colleges stood at 24 in 1938-39.

The number of high schools for girls remained unchanged at 3 in 1938-39. The number of girls attending them rose from 512 in 1936-37 to 616 and 661 in the two following years.

There were three middle English schools at Cuttack, Puri and Sambalpur and nine middle vernacular schools for girls in 1938-39. The middle English schools at Puri and Sambalpur were directly managed by Government, while the middle English school at Cuttack continued to be maintained by the Baptist Missionary Society with aid from Government. Of the middle vernacular schools, two were directly managed by Government, one by the District Board, Ganjam, one by the Taluk Board of Rayaghada and the rest were aided. The number of girl students in these 12 middle schools was 2,067 in 1938-39.

There were 411 recognised primary schools for girls in 1938-39 as against 421 in 1936-37 and 428 in 1937-38. These institutions had 14,392 girls in 1938-39 as compared with 14,023 in 1936-37 and 14,350 in the following year. It is reported that, though there are no primary Sanskrit schools exclusively for girls, they have shown some keenness in learning Sanskrit by joining primary Sanskrit schools for boys.

There were three training institutions for women, viz., the Hindu Women's Institute at Cuttack and the training classes at Berhampur maintained by Government and the third school at Cuttack which undertook to train both junior and senior teachers and was managed by the Baptist Missionary Society with substantial aid from Government. In these institutions 58 mistresses were under training in 1938-39 against 59 in 1937-38 and 58 in the preceding year. The paucity of middle passed teachers for undergoing training necessitated admission of candidates of lower qualifications into training classes.

The zenana school at Cuttack with a peripatetic teacher had 18 pupils in 1938-39. The grant of Rs. 480 which was received by this institution in 1936-37 remained unaltered during the two subsequent years. Five other centres in charge of peripatetic teachers worked at Balasore under the supervision of the Missionary Society.

In some institutions facilities were provided for training girls in needle-work, domestic science, music and hygiene.

The technical and industrial schools imparted training to 38 girls and widows in useful subjects like weaving, basket-making, spinning and embroidery work. The school known as 'The Shelter' at Cuttack is managed by 'the Church of God American Missionary Society'. The part played by missionary bodies in the

furtherance of female education in this country undoubtedly deserves all praise. The example set by these bodies is indeed actively helpful in breaking down the 'purdah' system and in rooting out many prejudices which hinder the progress of female education.

**Education of Anglo-Indians and Europeans.**

The educational needs of Anglo-Indians and Europeans in the province are met by three schools, viz., the Stewart School at Cuttack of secondary status, the Convent School at Cuttack and the Bengal-Nagpur Railway School at Khurda which are of primary standard. These schools had 439 students in 1936-37; the number rose to 484 in 1937-38 and further to 525 in 1938-39. The total expenditure declined from Rs. 1,14,910 in 1936-37 to Rs. 94,216 in 1937-38, and further to Rs. 93,231 in 1938-39. During the year 1936-37 a much-needed extension to the buildings of the Stewart School at Cuttack, consisting of a science laboratory and a kindergarten room was opened by His Excellency the Governor. This institution received a sum of Rs. 2,524 as non-recurring grant during 1938-39 towards equipment of the science laboratory and furniture.

**Education of Muslims.**

On the basis of the census figures of 1931 Muslims form about 1·66 per cent of the total population of the province. The percentage of Muslim pupils to the Muslim population was roughly 7·6. 9,875 Muslim pupils were under instruction in the different stages in 1938-39 as compared with 9,713 in 1936-37 and 9,670 in 1937-38. One Muslim girl passed the Matriculation examination in 1938-39.

The number of Madrasas remained stationary at 6 during the years under review. The number of Maktabs or primary Urdu schools and that of pupils remained almost the same in 1937-38 and the following year and that of pupils fell from 6,532 in 1936-37 to 6,424 in 1937-38 and stood at 6,410 in 1938-39. There were no separate middle schools for Muslims. For the educational needs of Muslims, 6 Madrasas, 202 Maktabs, including 56 for girls, 16 middle schools having an Urdu section and 14 upper primary schools conducted entirely on an Urdu basis, were maintained in 1938-39. The total direct expenditure on these Muslim institutions was Rs. 39,007 during the year as against Rs. 41,462 in 1936-37 and Rs. 37,409 in 1937-38. The number of Muslim teachers in secondary and primary schools showed an appreciable increase in 1937-38 as compared with 1936-37 and 1938-39. A separate inspecting staff for Muslim education was maintained. There being no separate Madrasa

Examination Board for the province, arrangements have been made with the Government of Bihar to examine candidates from Orissa on payment of an annual contribution of Rs. 200.

**Education of aborigines, scheduled castes and other backward classes.**

Education of the aborigines and other backward classes received special attention from Government. The methods adopted for the spread of education among these classes chiefly consisted of the award of special scholarships, reduction and remission of fees, the free supply of books and slates, special arrangements in hostels, and capitation grants to schools teaching pupils of these classes.

The state of education among the primitive tribes in the Agency tracts of South Orissa is very backward. The figures of the 1931 census showed that the literate members of such tribes in the Ganjam Agency numbered only 1,543 out of a total of 286,243 and in the Vizagapatam Agency only 655 out of a total of 621,786. The main difficulties in the way of the spread of education among these tribes are that the literary medium is not their mother-tongue, that qualified teachers are difficult to obtain and supervision is hampered by the scattered nature of the population. Education for these areas is under the control of the Special Assistant Agents assisted by 9 junior Deputy Inspectors.

The number of Christian aborigines under instruction in different stages was 2,149 in 1938-39 as against 2,564 in 1936-37 and 2,190 in 1937-38 while that of other aborigines rose from 16,111 in 1936-37 to 16,616 in the following year and fell to 15,563 in 1938-39. The total number of schools specially intended for the aborigines was 708 in 1938-39 as against 511 in 1937-38 and 507 in 1936-37. The increase was due to the transfer of schools for scheduled castes to the category of schools for aborigines and hill tribes. Three training schools have been provided in South Orissa at Government cost for the training of teachers belonging mainly to the aboriginal classes.

The expenditure incurred by Government on the education of the children of these aboriginal tribes increased from Rs. 1,51,607 in 1936-37 to Rs. 1,68,749 in 1937-38 and further to Rs. 2,36,837 in 1938-39. As an encouragement to the advance of education among the aborigines, suitable scholarships involving an expenditure of about Rs. 7,733 were awarded in 1938-39 to the pupils of these tribes.

The decline in the number of schools specially meant for scheduled castes from 480 in 1936-37 to 442 in the subsequent year resulted in an appreciable decrease in the pupils who

numbered 37,539 in 1936-37 but only 33,649 in 1937-38. The number of these institutions further declined to 295 in 1938-39, while the number of pupils rose to 37,325 in the same year.

It is reported that the marked decrease noticed in 1937-38 and the following year was due to the closure of a few unsatisfactory schools and to the classification of a certain number as schools for aboriginals and hill tribes which were hitherto being returned as schools for scheduled castes. The expenditure incurred from Government funds exclusively on the education of these castes increased from Rs. 1,28,730 in 1936-37 to Rs. 1,52,391 in the following year. Due to reshuffling in the classification of schools the expenditure came down to Rs. 47,600 in 1938-39.

Mention has already been made of methods used for the spread of education among the scheduled castes. In 1937-38 Government sanctioned an additional grant of Rs. 5,000 for the encouragement of education of scheduled castes and hill tribes. The district boards at Cuttack, Puri, Balasore and Koraput and the district council at Sambalpur received Rs. 1,300 for distribution in the form of books and slates, Rs. 2,000 was given for the construction of a hostel at Cuttack, and the Harijan Sevak Sangha received Rs. 730 for the running of two hostels and also Rs. 970 for giving scholarships and helping the pupils with books. During the year Government sanctioned a junior college scholarship of Rs. 15 a month for students of the scheduled castes.

In 1938-39 grants to local bodies and the Harijan Sevak Sangha mentioned in the previous paragraph were increased and made on a recurring basis. The district boards, the district council at Sambalpur and the Agency area in Ganjam were given Rs. 1,800 for distributing books and slates. The grant to the Harijan Sevak Sangha for running the two hostels was increased to Rs. 900 and they were given Rs. 1,000 to distribute in the form of scholarships to pupils in secondary schools and Rs. 600 for distribution in the form of books and slates. The Agents to the Governor in Ganjam and in Koraput were given Rs. 500 for payment of stipends to pupils reading in primary and secondary schools. The Director of Public Instruction received Rs. 200 to spend in the interest of the education of the scheduled castes. The last two items were sanctioned also on a recurring basis. The non-recurring grant specially sanctioned during the year included Rs. 2,000 for the completion of the construction of the hostel at Cuttack and another sum of Rs. 2,000 for the construction of schools and hostels intended for the pupils of scheduled castes.

A senior college scholarship of the value of Rs. 15 a month was sanctioned in 1938-39 for pupils of scheduled castes and hill tribes. Students belonging to the scheduled castes not in receipt of scholarships enjoy free-studentships at the Ravenshaw College at Cuttack and they are exempted from the payment of admission fees in Arts Colleges. Twenty special stipends are given to the Pan boys at the Angul High School for the furtherance of the educational interests of this backward caste.

Some diversity is disclosed between the North and South Orissa schools in the matter of grant of concessions to the pupils of scheduled castes. In North Orissa pupils of these castes are admitted free to all Government secondary schools and the managing committees of aided schools are encouraged to extend similar concessions to them. In South Orissa these scheduled caste pupils enjoy similar concessions in schools managed by local bodies but in the remaining eight schools they get the privilege of half free secondary education on the production of poverty certificates.

Two special inspecting officers continued to be employed for inspection of the depressed class schools and for propaganda work among pupils of scheduled castes, but no such staff was provided for South Orissa where these schools continued to be inspected by the general inspecting staff.

The decrease in the number of pupils belonging to criminal tribes under instruction in different stages from 1,776 in 1936-37 to 1,110 in 1937-38 and further to 858 in 1938-39, is chiefly due to wrong classification adopted in the returns of the first two years. Only one school in Cuttack having 23 pupils in 1938-39 is reserved exclusively for the education of children of these tribes. Eighteen pupils were on the roll of the school in 1936-37, which rose to thirty in the following year.

**Education of defectives.**

In 1938-39 a Deaf and Dumb school was started at Cuttack with 7 pupils—four boys and three girls. The question of its recognition and the sanction of a grant is under consideration.

**Reformatory School.**

There is no reformatory school in the province. Government contributed a grant of Rs. 3,735 in 1938-39 to the Hazaribagh Reformatory School in Bihar for detention of 13 pupils from Orissa.

**Miscellaneous.**

In September 1936 a temporary Advisory Text-Book Committee was set up. In the same year Rai Bahadur Gopal Chandra Praharaj of Cuttack completed the fifth volume of his Oriya Lexicon. A grant of

Rs. 19,200 had been sanctioned in 1930-31 for this work by the late Bihar and Orissa Government and a further grant of Rs. 5,500 has been made by the Government of Orissa. Also the Orissa Academy was inaugurated for the encouragement of the fine arts, literature and archæological research with a promise of assistance from Government. The old District Educational Council and Secondary Education Board of Ganjam were dissolved and these bodies were freshly constituted.

Government also decided to take advantage of an offer from the Government of India to provide expert aid for the planning of vocational training in pursuance of the recommendation of the Central Advisory Board of Education. A small committee of officials and non-officials was formed to advise on this matter and made some recommendations which are under examination.

## HAPTER VI.

### Public Health and Medical Relief.

**Public Health Staff.**

On the inauguration of the province the Director of Health, in addition to his medical relief and prisons duties, carried on the administration of the Public Health Department with three medical officers of health belonging to the provincial service, two second class health officers, one school medical officer of the provincial service and one assistant school medical officer. For the administration of the Vaccination branch he had two inspectors and four sub-inspectors of vaccination, 18 health inspectors and a number of vaccinators. A Bacteriologist and Public Analyst to Government was appointed early in the year 1938 and an Assistant Director of Public Health was appointed towards the close of the same year. A provincial Malaria Officer was also appointed in the early part of 1939. Besides the regular staff, epidemic doctors of sub-assistant surgeon class and a few sub-assistant surgeons of medical cadre were employed temporarily to help the local bodies in combating epidemic and to look after sanitary arrangements on special occasions.

**Vital statistics.**

The vital statistics recorded relate only to a population of 7,073,679 out of a total population of 8,009,559 of the province, which excludes the population of that large area of Ganjam and Koraput districts called the Agency areas. Two divergent systems of reporting vital statistics exist in this province. The reporting in the rural areas and in most of the municipalities in North Orissa is done through the agency of the Police, whereas in the ex-Madras areas (South Orissa) it is done through the village headmen.

No vital statistics are collected from the Agency areas of Koraput and Ganjam districts, except from a few villages, for lack of any proper system of registration of births and deaths. The method of collecting vital statistics, especially as regards classification of the causes of death, by the agency of chaukidars or village headmen is somewhat defective and does not ensure accuracy.

The total number of births in the province decreased from 254,697 in 1936 to 241,746 and 238,797 respectively in the following two years, the provincial birth-rate showing a corresponding decrease from 36·6 to 34·8 and 33·8 per mille. Angul recorded the highest birth-rate, viz., 41·7 in 1936 and 39·7 in 1937,

while Khondmals registered the highest birth-rate of 42·4 in 1938. There are significantly higher birth-rates in rural areas as compared with urban areas.

The total number of deaths recorded in the province rose from 193,588 (27·8 per mille) in 1936 to 199,165 (28·6) and further to 208,586 (29·5) in the two following years. As compared with other provinces, the death-rate in 1937 was higher than that of all the provinces except the Central Provinces.

The general death-rate from cholera, smallpox, fever dysentery, diarrhoea and other causes was 29·5 in 1938 as compared with 28·6 in 1937 and 27·8 in 1936.

The following statement shows the comparative birth and dat h-rates of Orissa and other provinces of India :—

| Province. | Birth-rate. | | | Death-rate. | | |
|---|---|---|---|---|---|---|
| | 1936. | 1937. | 1938. | 1936. | 1937. | 1938. |
| Orissa .. .. | 36·63 | 34·75 | 33·76 | 27·84 | 28·63 | 29·49 |
| Bengal .. .. | 33·53 | 34·20 | 30·48 | 24·50 | 24·70 | 26·36 |
| Bihar .. .. | 35·34 | 34·00 | 34.34 | 21·68 | 22·53 | 23·68 |
| United Provinces .. | 38·99 | 35·92 | 36·79 | 22·61 | 21·88 | 25·62 |
| Central Provinces .. . | 42·50 | 40·65 | 43·19 | 34·89 | 32·63 | 41·09 |
| Punjab .. .. | 46·85 | 46·49 | 49·50 | 28·97 | 28·71 | 26·44 |
| Bombay .. .. | 41·40 | 40·68 | 42·22 | 27·73 | 27·50 | 30·47 |
| Madras .. .. | 37·76 | 38·72 | 38·67 | 23·30 | 23·99 | 23·46 |
| Burma .. .. | 34·27 | 34·55 | 34·59 | 21·84 | 24·76 | 22·42 |
| Assam .. .. | 30·24 | 31·31 | 29·92 | 19·63 | 22·21 | 22·89 |
| North-West Frontier Province. | 32·64 | 30·74 | 30·56 | 17·92 | 21·27 | 12·40 |
| Sind .. .. | 20·52 | 19·96 | 19·93 | 12·49 | 12·09 | 25·73 |

The mortality rate of infants under one year of age showed a progressive increase from 198·8 in 1936 to 214·7 and 221·9 respectively in the two following years per mille of births registered. The high death-rate in the province as in other parts of India was to a very great extent due to ignorance, poverty and lack of well organised maternity and child-welfare efforts.

**Incidence of diseases.**

The incidence of mortality due to the principal diseases during the triennium is shown in the following statement:—

| | 1936. | 1937. | 1938. |
|---|---|---|---|
| Cholera ... ... ... | 1·1 | 0·7 | 0·2 |
| Smallpox ... ... ... | 0·5 | 0·3 | 0·5 |
| Fever ... ... ... | 14·0 | 15·2 | 16·0 |
| Dysentery and Diarrhoea ... | 2·3 | 2·5 | 2·8 |
| Respiratory diseases ... ... | 0·7 | 0·7 | 0·7 |
| Injuries ... ... ... | 0·4 | 0·4 | 0·4 |
| All other causes ... ... | 8·6 | 8·6 | 8·9 |
| | 27·8 | 28·6 | 29·5 |

It will be seen that among the diseases fever has levied the heaviest toll, the year 1938 recording the highest rate of mortality. Though the term 'Fever' covers all diseases in which temperature above the normal is a marked symptom, malaria in its malignant form is mainly responsible for the high death-rate under this head. Khondmals, Angul and Balasore and among the towns, Kendrapara, Jajpur, Balasore and Puri recorded the highest death-rates during the triennial period.

**Malaria.**

Malaria is prevalent all over the province especially in the coastal areas. The area lying along the Chilka lake and the coastal villages in the district of Ganjam suffered most during the period. In 1936 the district board of Puri appointed two doctors and three compounders to 'cinchonise' the people of this area. In 1937 an anti-malaria campaign was started at a cost of approximately Rs. 2,000 in Balugaon area near the Chilka lake, which was selected as the worst affected part in the district of Puri. Rank vegetation and weeds were cleared from the affected area and the whole population (2,778) were treated with quinine and plasmochin. The results obtained were encouraging as the incidence of malaria in that area decreased.

An anti-malaria committee was formed for the Kendrapara town and continued to do useful work during the period.

In 1937 the district board of Ganjam appointed two Government sub-assistant surgeons and six compounders in addition to the permanent staff to combat the epidemic of malaria in the coastal villages of the district. The special staff which was

maintained by Government for anti-malaria operations in Koraput, Jeypore and Rayaghada also continued to work during the triennial period, with the encouraging result of an appreciable reduction in the incidence of the disease, especially in Koraput.

The result of field experiments to demonstrate the effects of 'Paris-green' on paddy crops conducted under the supervision of the Deputy Director of Agriculture in 1937 did not prove conclusive.

The visit of Colonel G. Covell, I.M.S., Director, Malaria Institute of India, to selected malaria-affected localities of the province in 1938, was of immense help to the department in connection with the malaria problem. He recommended the deputation of a research unit belonging to the Malaria Institute of India first to one of the coastal villages on the Chilka lake. The appointment of a provincial Malaria Officer and his staff, which was made in the early part of 1939, should help greatly to widen the scope of the anti-malaria work in the province.

The system of sale of quinine treatments through post offices and other vendors continued, the maximum sale-proceeds being Rs. 2,772 in 1938. The South Orissa system of sale of quinine powder manufactured at the Naduvattam factory of the Government of Madras was, however, discontinued and the sale of quinine treatments manufactured by the Presidency Jail at Alipore, as in North Orissa, was extended to the districts of Ganjam and Koraput in 1937. Besides the sale of these drugs, sufficient quantities of quinine sulphate out of the Government of India stock were distributed free in the malaria-affected parts of the province.

**Cholera.**

Practically throughout the year cholera prevails in Orissa. It cannot be conclusively said in which part of the year its virulence is greatest; but it often appears in intensely epidemic form following heavy floods or with the break of the monsoon after the severe heat of summer.

Cholera was more or less prevalent throughout the years 1936—38. The total number of deaths from this disease decreased from 7,977 in 1936 to 5,076 next year. The districts of Cuttack and Balasore recorded the highest number of deaths, viz., 4,238 and 1,835 in 1936 and 3,103 and 1,499 in 1937. The province, however, remained almost immune from the disease during the year 1938 as will be borne out by the low death-rate of 0·2 as compared with 1·1 and 0·7 in the two preceding years. The total number of deaths registered during 1938 was 1,309. The districts of Puri and Balasore recorded the highest number of deaths, viz., 670 and 297 respectively.

Volunteers watching a tank reserved for drinking purpose at Atri Mela (Puri district).

With a view to check the spread of this fell disease various preventive measures were undertaken among which inoculation and disinfection were the most important. Cholera bacteriophage was also used as a prophylactic measure with good results. It is gratifying to find that anti-cholera vaccine is gradually gaining popularity among the people which is indicated by the increase in the number of inoculations from 170,399 in 1936 to 242,531 in the succeeding year. The disease being less prevalent, only 132,260 inoculations were performed in 1938. But the prevailing ignorance of the elementary rules of cleanliness and sanitation and of the manner in which the disease is spread must be dispelled; the out-of-date methods of treatment still adopted by the villagers must be given up and, above all, the superstition among the illiterate masses that cholera is a visitation of the wrath of an evil goddess must be eradicated before real success can be achieved in stamping out the disease.

There is no doubt that the fairs and festivals for which Orissa is famous have a considerable effect on the propagation of infectious diseases inside and outside the province. Systematic sanitary arrangements are made by the Public Health Department for the protection of visitors on these occasions. These arrangements consist of the deputation of medical officers by the district boards and municipalities, food control, disinfection of sources of water-supply, adequate supply of wholesome drinking water and measures for prompt reporting of epidemic cases and quick removal of patients. Due to the special preventive measures taken to inoculate all pilgrims attending the annual Rathajatra festival at Puri and the steps taken by the Puri municipality for disinfecting the sources of water-supply, cess-pools and drains and to supply drinking water during the festival the incidence of cholera has been reduced to a negligible limit during the recent years. Several voluntary organisations also co-operate in rendering first-aid, supplying drinking water and removing patients to the hospitals during the festival time.

**Smallpox.**

Smallpox is another infectious disease which is endemic in the coastal districts of the province. The only successful method of combating the disease is vaccination, the protective value of which is gradually being recognised by the public.

The total number of deaths from smallpox was 3,350 in 1938 as compared with 2,269 in 1937 and 3,789 in the preceding year, the mortality rate being 0·5 in 1936 and 1938 as against 0·3 per mille in the intervening year. As usual, the rural areas suffered more than the urban areas. The highest death-rates were registered in the district of Cuttack (0·9 and 0·6) and Khondmals

(1·3 and 1·6) in 1936 and 1937, while Cuttack and Balasore registered the highest figures (1·03 and 0·9) in 1938. The districts of Sambalpur and Puri recorded the lowest death-rate, viz., 0·03 and 0·1 in 1937 and 0·01 and 0·03 in 1938. It is noteworthy that the highest figures of death-rate have been recorded in the districts where vaccination has not been made compulsory. Khondmals, which reported the highest death-rate (1·6) during 1937, returned a death-rate of 0·1 in the following year. The lower death rate in this area was reported to be the direct result of free vaccination in 1938 by the appointment of paid vaccinators by Government. Among the towns, Jajpur reported the highest death-rate (0·3) in 1937 and 1·03 next year. In 1936 the towns of Balasore and Sambalpur had the highest death-rates, viz., 0·8 and 0·7 respectively.

Primary vaccination is compulsory in all the municipal towns of North Orissa and in the Puri district. Vaccination and revaccination are compulsory in the plains of the Ganjam district and in the Berhampur municipality under the Madras Local Boards Act and the Madras District Municipal Act. The question of making vaccination and revaccination compulsory throughout the province is under the consideration of Government.

It is reported that vaccination under the licence system which is prevalent in the North Orissa districts has become unpopular among the people, who are required to pay the usual fees to the licensed vaccinators. The importance of compulsory and, if possible, free vaccination throughout the province cannot be too much emphasised.

Vaccine lymph purchased from the Vaccine Depot at Namkum in Ranchi district by Government continued to be supplied, free of cost, throughout the province. In 1938, 644,258 vaccination operations were performed as against 641,971 in 1937 and 531,721 in the preceding year. Out of the total number of operations in 1938, 236,066 were primary cases and 408,192 were revaccinations.

**Plague.**

No case of plague was reported in this province during the triennial period. Steps were, however, taken at the port of Gopalpur in Ganjam, which maintains direct and constant shipping communication with the port of Rangoon, for carrying out all the necessary measures to prevent infection.

**Dysentery and Diarrhoea.**

Probably on account of the peculiar climatic condition due to high humidity in the low-lying districts and bad state of water-supply and unsatisfactory sanitary condition the province suffers a good deal from dysentery

and diarrhoea, particularly as the vitality of the most of the sufferers is much weakened by malarial attacks. The total number of deaths rose from 16,283 in 1936 to 17,194 and 19,816 respectively in the two following years, the mortality rate showing corresponding increase from 2·3 per mille in 1936 to 2·5 in 1937 and further to 2·8 next year. The districts of Cuttack and Puri invariably recorded the highest death-rate during the period. Among the towns Puri, Kendrapara, Sambalpur and Berhampur reported the highest rate of mortality. It is found that the number of attacks and deaths from these diseases increases from July to October in the coastal districts after heavy floods which bring about insanitary conditions. Arrangements for supply of adequate and wholesome water for drinking in the rural areas might mitigate the rigours of the diseases and check their spread but this must take a long time to materialise.

**Respiratory diseases.**

From respiratory diseases there were 4,967 deaths in 1938 as against 4,885 in the preceding year, giving a mortality rate of 0·7 which is higher than the mortality rate from smallpox. Pneumonia and pulmonary tuberculosis which are included among the respiratory diseases contribute a large percentage to the total number of deaths. With a view to organise a campaign against tuberculosis provincial and district anti-tuberculosis associations have been constituted. Attempts are being made to inaugurate an anti-tuberculosis campaign by establishing a model clinic at Cuttack.

The disease of 'yaws' is peculiar to the Koraput Agency and is particularly prevalent in Malkanagiri, Pottangi and Gudari. The total number of cases treated in the hospitals and dispensaries was 717 in 1937 and 1,505 in 1938. Patients were given injections with arsenicals in the form of Neosalvarsan with very encouraging results. An itinerant dispensary specially established for the treatment of 'yaws' in the rural areas of the Koraput district has since been opened.

**Jhin-jhinia.**

In 1936 another peculiar disease known as Jhin-jhinia broke out in Balasore and in other districts in an epidemic form. This disease was found to have a tendency to attack females more commonly than males and generally lasted seven days, the main symptom being tingling on the soles of the feet, a feeling of pressure in the head and trembling all over. It is considered by the doctors to be merely a disturbance of the nervous system. Its treatment consisted of applying ice or wet cloth to the head of the patient and inhalation of smelling salts. This treatment is reported to have produced good results. As the disease caused considerable panic, leaflets were distributed to allay the fears of the people.

The Provincial Government has made every effort to improve public health and afford medical relief on a large scale, but financial stringency, the poverty and illiteracy of the people and their disregard of elementary rules of sanitation are serious obstacles in the path of progress.

**Medical examination of scholars.**

In North Orissa a special staff is maintained by Government for medical inspection of boys of high schools and middle English schools. The scholars in middle English schools and middle vernacular schools in the rural areas are examined by the district board health staff and their dispensary doctors. No separate arrangement for the medical examination of girl students has yet been made in the province. The system of medical inspection prevailing in North Orissa was extended to South Orissa in 1937 but no inspection is reported to have been made in 1937-38.

The total number of high schools and middle English schools inspected by the Government medical staff was 28 and 11 respectively in 1938 as against 23 and 11 in 1937. Out of 4,087 students examined in 1937 and 4,775 students examined in the following year, 61 per cent and 67 per cent respectively were found defective. The common ailments chiefly noticeable in the scholars examined were chronic malaria, enlarged tonsils, defective vision, pyorrhoea, skin diseases, hydrocele and leprosy. The percentage of scholars suffering from malaria was high in the Lakshannath high school, viz., 71 per cent in 1937 and 65 per cent next year. 50 per cent of scholars in schools at Kendrapara suffered from this disease in 1937 The Narayan Chandra middle English school at Bhadrak recorded 59 per cent in 1938.

Ninety-three students with leprotic patches in 1937 and 81 students in 1938 were detected, out of whom a good number were in the infectious stage. The infectious cases were advised to be excluded from the school while the non-infectious were allowed to continue.

Of the total number of 4,087 students medically examined in 1937, 1,479 boys (36 per cent) were found with good nutrition, 2,116 (52 per cent) with fair nutrition and 492 (12 per cent) with poor nutrition. Out of the total number of 4,775 scholars medically examined in 1938, 1,633 boys (34 per cent) were found with good nutrition, 2,647 (55 per cent) with fair nutrition and 495 (11 per cent) with poor nutrition. Besides the medical examination of boys, the school medical officer and his staff continued to look after the hostel arrangements, physical exercises and games of the scholars.

During the summer vacation of schools the services of the school medical officer and his assistant were utilised in delivering

a course of vacation lectures to the village gurus and to the members of the teaching and inspecting staff of the Education Department On the whole the system of medical inspection of schools is growing in importance and in utility and the indifference of the guardians to the physical defects of their boys is gradually diminishing.

**Health Propaganda.**

In the field of health propaganda the department performed most useful work with the help of the health staff of the local bodies. Propaganda on various health subjects was carried on in 8,032 villages in 1937 and in 9,795 villages in the following year and in almost all the towns of the province. Lectures were delivered with and without magic lantern demonstrations. Talks on hygiene and sanitation were also given on an extensive scale. Epidemic doctors who had opportunities of visiting outlying areas and of attending fairs and festivals distributed leaflets and pamphlets and endeavoured to explain to the masses, where possible, the causes of diseases. Many health exhibitions were held at important centres in the districts of Ganjam and Balasore At large fairs and during important festivals interesting posters on public health subjects were hung up at prominent places and at railway stations for the benefit of pilgrims. The National Health and Baby Week was observed in the districts of Ganjam and Koraput. Twelve health units were organised in the district of Cuttack and one in Puri, and in these the villagers actively participated. A travelling health unit was organised in the district of Balasore in connection with opium prohibition work at a total cost of Rs. 4,000. The interest and enthusiasm shown by the villagers in these health demonstrations bear testimony to the fact that the propagandist work of the department is gaining appreciation among villagers, their stoical indifference is gradually disappearing and they are becoming receptive to new ideas and influences. In spite of the hopeful atmosphere created by these beneficent activities the fact remains that only the fringe of the problem of public health has so far been touched and that without more money and extensive organisation no far-reaching results can be achieved.

**Public Health Circle.**

In accordance with the arrangements following the creation of the province Public Health Engineering works in Orissa are being carried on by the Executive Engineer, Southern Division, under the supervision of the Superintending Engineer, Public Health Circle, Bihar, subject to the control of the Chief Engineer and Secretary to the Government of Orissa.

The activities of the Health Circle did not extend beyond execution of certain original works and repair works. No major

project was executed during the triennial period, the lack of money being the main obstacle in the way. In 1937 Rs. 13,867 was spent on original works and Rs. 38,642 on repair works, while Rs. 4,045 and Rs. 36,243 were spent respectively on these works in the following year. The Puri water-supply system was maintained efficiently by the Public Health Circle on behalf of the Puri Joint Water Works Committee and a satisfactory supply of water was made during the period.

**Administration.**

The organisation and supervision of medical relief throughout the province and the working and control of medical institutions, medical education and medical research are the principal concerns of the Medical Department, while the Public Health Department deals with the control of epidemic and endemic diseases, urban and rural sanitation, compilation of vital statistics, health propaganda, school hygiene and vaccination. The Director of Health who is also the Inspector-General of Prisons for the province is in charge of the administration of both the departments.

Of the five posts of Civil Surgeoncy in the province Cuttack and Berhampur are the two stations which are reserved for British I.M.S. officers and the rest are held by officers of the Orissa Medical Service promoted from the rank of Civil Assistant Surgeons. The post of Agency Surgeon in the district of Koraput borne on the cadre of Civil Assistant Surgeons has lately been raised to the status of a Civil Surgeoncy.

**Hospitals and Dispensaries.**

The number of hospitals and dispensaries of all classes was 175 at the close of the year 1938 against 176 in the province at its creation in 1936. During the period under review five dispensaries were opened and six were closed in the Agency areas of South Orissa. The number of institutions maintained by local boards in 1936 was 101 at the end of 1938, as compared with 100 in the beginning of the year 1936 Of the five dispensaries opened one was public, two local fund, one private and one subsidized. Of the six dispensaries closed during the triennial period four attached to touring officers and one temporary State dispensary were in the district of Koraput and one subsidized dispensary in Ganjam. Seven rural subsidized dispensaries in the districts of Ganjam and Koraput continued to function under the Madras system. Considering the area and population of the province, the number of medical institutions is manifestly inadequate to serve the medical needs of the people. At present each dispensary serves on an average over 45,000 persons and an area of 179 square miles. Judging from these facts, medical relief falls far short of the needs

of the province. The management of hospitals by the local bodies also leaves much to be desired, and they are slow in effecting improvements in their hospitals and dispensaries.

Government made special grants, besides their usual budget provisions for the Medical Department, to some prominent medical institutions, of which mention may be made of the following:—

(*a*) Rs. 1,100 for equipment of the Cuttack General Hospital;

(*b*) Rs. 1,700 for equipment and Rs. 1,500 for repairing the hospital buildings of the Baptist Mission Hospital, Berhampur, damaged by cyclone;

(*c*) Rs. 2,050 and Rs. 1,028 to local bodies for construction of dispensary buildings during 1937-38 and 1938-39 respectively;

(*d*) Rs. 1,500 for medicines for the Puri Pilgrim Hospital;

(*e*) Rs. 2,000 for equipment of the Sadr Hospital, Sambalpur during 1938-39;

(*f*) Rs. 1,200 for the treatment of venereal diseases in Sadr and Subdivisional hospitals during 1937-38; and

(*g*) Rs. 2,000 towards the maintenance of the Baptist Mission Hospital, Berhampur, the only large institution for the exclusive treatment of women.

Besides the above grants financial aid was also given from the discretionary grants of His Excellency the Governor, Ministers and Revenue Commissioner. Some improvements have been effected during the period under review by means of these contributions.

The Baptist Mission at G. Udayagiri put into execution the scheme for building a hospital to be called "The Morshead Memorial Hospital" costing nearly over a lakh to which His Excellency the Governor contributed Rs. 3,000 in 1936 from his discretionary grant. His Excellency laid the foundation stone in January 1938. This hospital promises to be of very great advantage to the people of the northern part of the Ganjam Agency.

**Finance.**

The total receipts, excluding the opening balance of the hospitals and dispensaries in classes I, III and IV, amounted to Rs. 7,43,511 in 1938, as compared with Rs. 7,08,922 in 1937 and Rs. 7,54,622 in 1936. Of these sums Government contributed Rs. 3,80,530 in 1936, Rs. 3,46,028 in 1937 and Rs. 3,36,801 in 1938. The decrease in the Government contribution was due to the reversion of highly paid medical officers to Madras and also to the closure of four touring dispensaries and a temporary State dispensary. It is reported that the financial position of most of the hospitals was not satisfactory.

The total expenditure was Rs. 6,70,151 as against Rs. 7,24,204 in 1937 and Rs. 7,50,087 in 1936.

**Medical relief in rural areas.**

With a view to expand the medical relief in rural areas medical officers in charge of dispensaries were directed to visit markets and fairs situated within a distance of 2 to 3 miles from the dispensaries to distribute medicines for minor ailments, to look to the sanitary conditions of the rural areas and to carry on some health propaganda. In order to enable qualified doctors to settle in rural areas for ministering to the medical needs of the mass a scheme of starting subsidized dispensaries with financial aid from Government and local bodies was formulated but has not yet materialised.

Besides the medical aid provided by the Government and the local bodies in the province, humanitarian services rendered by the mission hospitals in the district of Ganjam in relieving the sickness and sufferings of the people are much appreciated by the public.

The total number of patients treated in all classes of hospitals and dispensaries was 2,210,989 in 1938, as compared with 2,056,904 and 1,847,499 respectively in the preceding two years. The appreciable increase in the number of patients bears testimony to the growing popularity of the medical institutions and the modern scientific system of medicine.

The total number of beds available in all classes of medical institutions for patients of both sexes was 1,326 in 1938 as compared with 1,230 in 1937 and 1,185 in 1936. The number of beds was insufficient to meet the rush of patients and there is a general demand for their increase in almost all important hospitals. A nursing home is attached to the Cuttack General Hospital for Government officers of rank and for men of means who can afford to pay for better accommodation. In Government hospitals at the district headquarters of Berhampur and Koraput also such accommodation is available.

The total number of operations performed in all classes of medical institutions during 1938 was 51,902, as against 45,589 in 1936 and 49,181 in 1937. The percentage of deaths to total operations in hospitals was 0·19 in 1938 as against 0·22 in 1937 and 0·24 in 1936.

The total number of in-patients rose from 15,326 in 1936 to 15,614 in 1937 and further to 17,158 in 1938. The death-rate was 6·66 in 1938 as against 6·80 in 1937 and 6·98 in 1936.

**Treatment of Special diseases.**

The province has up till now got no institution of its own for the treatment of tuberculosis and mental diseases. Arrangements have been made with the Government of Bihar for the

treatment of the former disease at the Itki Sanatorium and for the latter diseases at the Mental Hospital at Kanke in Ranchi.

**Leprosy.**

For treatment of leprosy in Orissa, which is one of the most seriously affected areas in India, 82 leper clinics were at work in different parts of the province in 1938, as against 64 in 1937 and 54 in 1936. The total number of lepers treated was 50,158 in 1938, as against 31,689 in 1937 and 41,711 in 1936.

The Leper Asylum at Cuttack under the management of the Baptist Mission has accommodation for 353 patients. Government contribute a sum of Rs. 3 per head a month as capitation grant. There is one leper colony at Puri which provides accommodation for 71 patients, for each of whom Government make a similar amount of capitation grant.

Due to the efforts of His Excellency the Governor and Lady Hubback a provincial branch of the British Empire Leprosy Relief Association was established in the province in accordance with the constitution prescribed by the Central Association at New Delhi. A well organised anti-leprosy scheme prepared by the Director of Health and Inspector-General of Prisons was sanctioned in 1938 by Government at a total cost of Rs. 36,000 a year. The scheme has since been put into operation. A Provincial Leprosy Relief Officer who is paid from Provincial revenues was appointed from the 28th June 1938. A District Leprosy Officer of sub-assistant surgeon class trained in leprosy work with three specially trained compounders under him has also been appointed for each district.

With a view to giving an impetus to anti-leprosy work Dr. J. Lowe, the Leprosy research worker under the Indian Research Fund Association of Tropical Medicines, Calcutta, and Dr. Isaac Santra, the Propaganda Officer, British Empire Leprosy Relief Association, visited several places in Orissa and delivered useful public lectures at suitable centres. A good number of medical men employed by Government and local bodies and senior students of the Orissa Medical School are reported to have greatly benefited by the clinical lectures delivered by Dr. Santra regarding the diagnosis and the treatment of leprosy. The active measures taken by the Government of Orissa in initiating and effectively carrying on the campaign against leprosy through the Provincial Leprosy Relief Association are a hopeful augury for the future.

**Anti-rabic treatment.**

The province has no Pasteur Institute of its own. Patients were treated at the Cuttack General Hospital and at the headquarters hospitals

of Berhampur and Koraput, where centres for anti-rabic treatment have been opened. Two more centres, one at Parlakimedi and the other at Sambalpur, have recently been opened for this treatment. Vaccine for anti-rabic treatment continued to be supplied by the Pasteur Institute, Patna, on payment.

**Pathological and Bacteriological Laboratory.**

With the establishment of a combined Laboratory at Cuttack in 1938 at a cost of Rs. 42,607 sanctioned by Government, the analysis of food and water, and pathological and bacteriological examinations are no longer being done for the province by the King Institute of Guindy in Madras and by the Public Health Laboratory and Medical College, Patna.

**Medical education.**

The province has got no Medical College of its own. For higher medical education students selected annually from the province are sent to the Prince of Wales Medical College, Patna, in which four seats are reserved by the Provincial Government on payment to the Government of Bihar of an annual contribution of Rs. 2,000 for each seat. Two scholarships of Rs. 20 each are also awarded each year to students of the province studying in the Prince of Wales Medical College.

The Orissa Medical School, Cuttack, which is the only institution in the province for imparting medical education on the western system, had 203 students on its roll in 1936-37, of whom 183 were male and 20 female; in 1937-38 the number came down to 195, consisting of 173 male and 22 female. The total number of students who passed the final examination from the institution as licensed medical practitioners was 26 in 1937-38, as against 32 including one female student in the preceding year. The institution has also a compounders' class which affords facilities for training to candidates of both sexes to qualify themselves as recognised compounders.

The Matriculation examination of the Patna University or any equivalent examination of any other university has hitherto been the minimum standard fixed for students seeking admission into the Orissa Medical School; but with a view to increasing the efficiency of the institution the standard has recently been raised to the passing of the I. A. or I. Sc. examination or failing this, to the first division in the Matriculation or S. L. C. examination. The arrangements for teaching have also been reorganised and brought up to a higher level, as recommended by the Medical Education Conference held in Delhi in 1938.

In order to impart training to outside candidates as well as to untrained subordinates of the Public Health staff under the

local bodies, a Health Inspectors' training class with one year's course, both theoretical and practical, was opened in the Orissa Medical School in 1938. It is hoped that the facilities given by the institution, if utilised, will greatly enhance the efficiency of the subordinates employed on public health work under local bodies and will increase the number of trained men for employment under them.

**Medical aid to women. Midwives and Dais.**

The province has no medical institution of its own exclusively for women. The provision of separate wards in headquarters hospitals and in some important hospitals affords some help towards the medical aid of women but the arrangement is quite inadequate for rendering such aid on any extensive scale. Such progress as is evident in medical aid to women is confined to towns; in rural areas where it is greatly needed it is still far below the standard. The dearth of lady doctors and trained nurses and general reluctance on the part of females to receive medical treatment from male doctors are the chief obstacles that hamper progress in this branch of medical relief. Owing to social prejudice, which however is gradually waning, women are largely prevented from attending hospitals and dispensaries for treatment of diseases and for service in maternity cases. The crude services of the untrained village Dais who still ply their time-honoured trade with immunity are even now much in demand in maternity cases, however serious the consequences that may ensue from their employment. It is necessary that dispensaries and hospitals should have at least one midwife for maternity work in rural areas.

With a view to widen the scope of relief in maternity cases Dais were trained at all Sadr hospitals (except Koraput) and at maternity centres according to the syllabus prescribed by the Central Victoria Memorial Scholarship Fund. Preliminary training was also given to many indigenous Dais by the Maternity Supervisor, Cuttack. Classes for imparting instruction to Dais were held in the centres at Cuttack, Puri, Balasore, Sambalpur and Ganjam. The Baptist Mission Zenana Hospital at Berhampur did some maternity and child-welfare work and trained up nurses and Dais. There is, however, no provision for the training of midwives in the higher standard according to the syllabus laid down or contemplated in the Bihar and Orissa and Madras Medical Board Examination Rules.

**Maternity and Child welfare.**

All activities in connection with child-welfare and maternity work in the province are controlled by the Provincial Child Welfare and Maternity Society and the Public Health Department.

The province has now ten important centres, viz., one at Cuttack, one at Balasore, two at Puri, three in Ganjam and three in Koraput, where maternity and child-welfare work is carried on in an organised manner. The Provincial Government make an annual contribution of Rs. 1,500 and Rs. 600 towards the upkeep of the maternity and child-welfare centres at Cuttack and Balasore respectively. The centres are managed through local committees formed for the purpose and maintained by funds collected through contributions received from local bodies, the Bihar and Orissa Maternity and Child Welfare Society, and public donations. Whole-time maternity supervisors have been appointed to the centres at Cuttack and at Balasore. In rural areas no organised efforts have been made to start child-welfare and maternity centres but two such centres, one at Chatrapur in Ganjam and the other at Khurda in the district of Puri, have been established.

**Miscellaneous.**

For medical examination of officers asking for leave or wishing to retire on medical grounds, and of candidates for gazetted appointments in Government service, a Provincial Medical Board has been constituted. The Board meets on the 1st working day of every month. A Committee of Medical Registration has been formed with the Director of Health and Inspector-General of Prisons as President and a Registrar has been appointed. Since the commencement of the work of registration 358 medical practitioners were registered, under the Orissa Regulation II of 1936, in 1937, of whom 69 were medical graduates and 289 were medical licentiates. Three lady graduates and 11 lady licentiates were also among the total number registered. Ninety-two medical practitioners were registered in 1938, of whom 11 were male medical graduates, 2 lady graduates and 4 lady licentiates.

The proposal for the amalgamation of Police hospitals specially meant for the treatment of the police staff with the Sadr hospitals is awaiting decision of the Government.

## CHAPTER VII.

### Maintenance of peace, Administration of Justice, Jails, and Registration.

**Administration.**

Like most other departments, the smooth running of the machinery of the Police Department was, at the beginning, hindered by the lack of uniformity of procedure in the three component parts of the province. In Ganjam and Koraput, for instance, there is no Chaukidari system similar to that prevailing in the North Orissa districts. Again there were at first no court offices in South Orissa. Divergences are much more pronounced in the Agency tracts of South Orissa where the conditions are abnormal. Unification of the different sets of rules and fixation of common rates of pay were, therefore, among the chief aims of the Department at the outset. The introduction, with necessary modifications, of the Bihar and Orissa Police Manual and of common scales of pay has obviated many of the difficulties of administration, but it will still take some years to remove them entirely. Another important problem with which the Department had to wrestle was the reversion to their parent provinces of many police officers who were transferred from Madras and the Central Provinces to Orissa.

**Special duties.**

In the autumn of 1936 the strike on the Bengal-Nagpur Railway caused a considerable strain on a force which had only recently been organised and which was responsible for law and order inside railway premises extending much beyond the boundaries of the province. In April 1938 a large gathering on the occasion of the meeting of the All-India Gandhi Sevasangha at Delang in Puri district put a great strain on the police force, particularly on the Special Branch. The 'Kisan Sangha' movement, designed to stimulate the hostility of tenants against landlords was a further source of concern to the police force from the beginning of 1938 onwards. To this was added in July 1938 unrest fomented from British Orissa in the Orissa States. This resulted in large emigrations from certain States into the Angul subdivision of Cuttack. Trouble also arose in the Ganjam zamindari areas, where tenants were induced to withhold their legal dues; and the police assistance, to which the zamindars are legally entitled, was given by the Ministry with reluctance and with suspicion. On the other hand the police force has, broadly speaking, been happily spared from the thankless task of endeavouring to keep the peace between different communities.

It is most noteworthy that no additional or special police were required during the period under review. There were no military force of any kind stationed in a province of 30,000 square miles, with a population of 8¼ millions. The only armed forces called in were required to deal with disturbances in the adjacent Orissa States.

**Strength of the Force.**

The strength of the police force in 1938 consisted of 4,009 men including 3,159 constables. The proportion of police to area and population was one police man to 8·5 square miles and one to 1,996 persons. The total expenditure on the police force amounted to Rs. 22,85,287 in 1938 as compared with Rs. 22,54,965 and Rs. 23,41,120 in the two previous years. The cost of the force per head of population is about five annas a year.

There is a general complaint of inadequacy of staff from every district. The number of gazetted officers belonging to the Police Department is just sufficient to meet the normal requirements of the province but there is no reserve of superior officers to fall back upon in an emergency. The department has also been handicapped by the reversion of many trained police officers and men to Madras, whose places had to be filled up by young and inexperienced men. Inspite of the many handicaps the police force of the new province has been maintained at an efficient standard, and has met with success all the calls made upon it.

**The Public and the Police.**

Improvement in the relationship between the public and the police has not been as rapid as it should be. It is to be borne in mind that the police, as custodians of the public safety, have had to carry on their very onerous and unpleasant duties amidst trying circumstances which are not always readily appreciated by the public. No rapid improvement can be expected unless both sides contribute towards the growth of friendly relations.

**Literacy.**

The efficiency of the police force has been improved not only by enforcement of rigid rules of discipline and training but also by laying stress on literacy among constables. Educational classes are held regularly at district headquarters and at police-stations with a view to promote literacy. As a result the greater number of them can now read and write their own language while many others have some knowledge of English letters and figures. It is estimated that 88 per cent of them are literate as against 64 per cent in 1936 and 84 per cent in 1937. It has been found possible to recruit for constables literates only, except where it is desirable to bring into the ranks members of backward tribes.

**Angul Training School.**

One of the greatest factors in securing an efficient police force for the new province was the early establishment of a training school for constables at Angul. The admirable organisation of this institution where the young recruits learn not only their routine work but also get a full training in their duties towards the public, in hygiene and social service, has already done much to create an " Esprit-de-corps " and should have very wide-spread effect in raising the standard of civic sense in Orissa. The school is now to be expanded to train the " non-commissioned officers " of the force as well.

**The health of the Force.**

The health of the force was not at all satisfactory. The number of admissions into hospital was 1,202 in 1936, 1,319 in 1937 and 1,327 in 1938. On the average 15 working days were lost by every man during the year 1938. Malaria was the most common ailment among the force. It is essential that this waste should be diminished by better housing and other means.

**Rewards and punishments.**

About one in every six members of the force received monetary rewards for good service in each year. The rewards averaged five rupees. The services of officers and men have been recognised by two English Honours, six Indian Honours, one King's Police Medal and twelve Indian Police Medals.

Complaints against the police showed a decrease of 10 per cent during the year 1938, as compared with the previous year. There was an increase in judicial and departmental punishments in 1938, as compared with 1937, which may have been due to the enforcement of a higher standard of discipline.

**Village Police.**

Chaukidars and daffadars constitute the rural police in North Orissa and they are under police control. But in South Orissa the rural police force is under the control of the Revenue Department and it consists, in the ' plains ', of Talayaris who are paid by the Revenue Department, and are responsible to the village headmen. They are expected to do duties similar to those of the chaukidars in North Orissa but actually do not play their role as satisfactorily as they should. The Agency areas have not even the Talayari system. In these areas the responsibility of reporting crimes and other cognate matters rests with the public. The system, which is crude and defective and hampers investigation, needs much improvement. The district of Sambalpur has no daffadars and its rural police consists of only jhankars and chaukidars in all areas except in the subdivision of Nawapara where there are Kotwars. The rural police in those areas are administered under the provisions of the

Central Provinces Land Revenue Act and are not under police control. It will be seen that the province suffers from a lack of uniformity in the system of rural police. The Chaukidari Enquiry Committee appointed by the Government took up the task of unifying and improving the different systems of village police along with other matters and have submitted their recommendations which are under examination by the Provincial Government.

**Crimes.**

True cognizable cases increased from 11,299 in 1936 to 12,075 in 1937 and fell to 10,442 in 1938. Some decrease was noticed in the percentage of convictions obtained in 1938 ; 51·9 against 59·8 in 1937 and 60·5 in 1936.

**Rioting.**

Cases of rioting and unlawful assemblies fell from 75 in 1937 to 67 in 1938 which was also the number in 1936. The districts of Balasore and Ganjam mainly contributed to the decrease. The percentage of convictions obtained was satisfactory as it showed a rise from 38·8 in 1936 to 54·7 in 1937 and further to 73·3 in 1938.

**Burglary.**

The number of cases of burglary increased from 1,435 in 1936 to 1,525 in 1937 and further to 1,632 in 1938. Balasore, Ganjam, Koraput and Sambalpur appreciably contributed to the increase. It was mainly attributed to bad crops in the districts of Balasore and Sambalpur whereas in Ganjam and Koraput better reporting was responsible for the rise. A noticeable decrease in burglary occurred in the district of Cuttack where conviction of habitual offenders, special surveillance and patrolling arrangements and vigorous drive against madak-den keepers contributed to this satisfactory result. The percentage of convictions in 1938 showed a slight decrease as compared with the previous two years. It is reported that in 1938 burglaries were 205 per million of population.

**Robbery.**

There were 34 cases of robbery in 1938 as against 35 in 1937 and 27 in 1936. Ganjam and Sambalpur contributed the largest number. In 1936 the percentage of convictions obtained in these cases was 68 per cent. There was a rise to 80 per cent in 1937 and a decline to 76 per cent in 1938.

**Dacoities.**

The number of true dacoities was 14 in 1936 ; it declined to 5 in 1937 and increased to 7 in 1938. Convictions secured in cases sent up for trial in 1937 and 1938 were satisfactory.

**Murder.**

Cases of murder increased from 52 in 1936 to 59 in 1937 and fell to 47 in 1938. The crime of murder is most prevalent in the districts of Ganjam and Koraput, particularly among the aboriginals of the Agency

areas which contributed 53·2 per cent of the provincial total in 1933. The percentage of convictions obtained in cases of murder showed some increase, the highest having been achieved in Ganjam where conviction of 92·3 per cent of cases and 75 per cent of accused was secured in 1938.

The number of cases of culpable homicide remained stationary at 48 in 1937 and 1938 while it was 39 in 1936. The percentage of convictions of cases showed decrease from 92.3 to 91·1 in 1937 and further to 79 5 in 1938.

**Ordinary theft.**

Cases of ordinary theft increased from 3,127 in 1936 to 3,307 in 1937 and to 3,450 in 1938. Failure of crops and better reporting contributed to the increase. It is satisfactory to note that conviction was secured in 92 per cent of cases sent up for trial in 1937 and 1938.

**False cases.**

280 cases were declared maliciously false in 1938 against 312 in 1937 and 288 in 1936. The percentage of prosecutions to maliciously false cases, 28·8 in 1936, increased to 29·2 in 1937 and fell to 26·07 in 1938. In 1936 Puri had the best record for prosecution of complaints of false cases. The district of Balasore had as many as 79 cases in 1938. In Ganjam out of 50 cases instituted in 1938 prosecution was launched in 17 of which only one ended in conviction. Award of compensation under section 250 of the Criminal Procedure Code in 7 cases in 1938 showed an increase from the previous year which had only one case.

**Railway crime.**

The number of cognizable railway crimes increased from 782 in 1936 to 827 next year while it came down to 713 in the third year. These cases mainly consisted of minor offences against property and offences under the Railway Act. No case of derailment was reported. After the end of the Bengal-Nagpur Railway strike early in 1937 there were twenty-two cases of obstruction against 47 in 1937 and 21 in 1936. None of these cases were important.

**Criminal Intelligence Bureau.**

The Criminal Intelligence Bureau continued to do useful work during the year. It assisted in the tracing of many untraced criminals and members of criminal tribes and rendered substantial help in securing the arrest of criminals concerned in five important cases of other provinces. The work of the Finger Print Bureau was conspicuous in connection with the sensational "Trunk Murder Case" as it established the identity of the deceased from the dried and broken skin tips of his mutilated corpse.

**The Criminal Tribes.**

Among the criminal tribes brought under the operation of the Criminal Tribes Act the Dandasis of Ganjam occupy an important place. The number of Dandasis, registered under the Criminal Tribes Act, at the close of the year 1937 was 589. None were registered during the year 1938. Two hundred and twenty-five Dandasis were released from the operation of the Criminal Tribes Act in 1938 as they were found to be earning their livelihood by honest means. Only 8 members were required to report themselves to the police at night under 10(1)(*a*) of the Criminal Tribes Act while 147 had to report themselves to the panchayats. The others were provisionally exempted. Only 4 Dandasis were convicted for burglaries and thefts and 7 under section 22 of the Criminal Tribes Act.

The conduct of Dandasis has shown distinct signs of improvement and it is probable that a few years hence the number remaining under control will be insignificant.

Two other principal criminal tribes are the 'Pans' of Cuttack and the 'Domas' of Koraput. The question of relaxing the rigid rules under the Criminal Tribes Act in favour of the 'Pans' with a view to permit them a greater measure of freedom, is receiving the consideration of the district authorities. The condition of the 'Domas' of Koraput came under the examination by the Partially Excluded Areas Committee.

**Motor vehicles.**

In 1936, motor vehicles numbering 1,621 were taxed and the amount of tax collected was Rs. 1,16,545. Although the number of motor vehicles taxed during 1937 decreased from 1,827 to 1,634 in the following year, the amount of taxes collected increased from Rs. 1,40,384 to Rs. 1,56,370. Private driving licences increased from 1,006 to 1,088 and professional driving licences also rose from 535 to 728. Prosecutions under the Motor Vehicles Act showed an increase from 403 in 1936 to 596 and 512 respectively in the two following years while those under Taxation Act decreased from 104 to 47 and 57 respectively.

**Statistics**

The statistics of important crimes in the province are embodied in the following statement:—

| | 1936. | 1937. | 1938. |
|---|---|---|---|
| Non-cognizable crimes ... | 21,324 | 19,879 | 20,866 |
| Cognizable cases ... | 11,299 | 12,075 | 10,442 |
| Rioting ... ... | 67 | 75 | 67 |
| Burglary ... ... | 1,435 | 1,525 | 1,632 |

| | 1936. | 1937. | 1938. |
|---|---|---|---|
| Robbery ... ... | 27 | 35 | 34 |
| Dacoity ... ... | 14 | 5 | 7 |
| Murder ... ... | 52 | 59 | 47 |
| Culpable homicide ... | 39 | 48 | 48 |
| Ordinary theft ... | 3,127 | 3,307 | 3,450 |
| Cases declared maliciously false. | 288 | 312 | 280 |
| Railway crime ... | 782 | 827 | 783 |

**Magisterial Staff.**

At the outset there were 132 stipendiary Magistrates and 33 honorary Magistrates. In 1937 the Magisterial staff consisted of 101 stipendiary and 20 honorary Magistrates, and in 1938, of 103 stipendiary and 18 honorary Magistrates. Of 103 Magistrates 43 officers exercised first class, 42 second class and 18 third class powers. The province started with a cadre of 50 Deputy Magistrates and 31 Sub-Deputy Magistrates. At the close of 1938 number of the former class had fallen to 43 while that of the latter class had risen to 76.

**Criminal Justice.**

Criminal offences reported which numbered 32,321 in 1936 decreased to 31,139 in 1937 and further to 29,354 next year. The number of cases brought to trial followed much the same course.

Witnesses examined in courts of Magistrates numbered 39,363, 35,821 and 36,399 respectively in these three years.

**Judicial Division.**

On the creation of the province the existing jurisdiction underwent some alteration. Two Sessions Judges were appointed for the province, one with headquarters at Cuttack exercising jurisdiction over the districts of Cuttack, Balasore and Sambalpur and the other with headquarters at Berhampur exercising jurisdiction over the districts of Ganjam (non-Agency area) and Puri. Sessions Courts are held at Sambalpur and at Balasore by the former and at Puri by the latter Judge as well as at the headquarters town. One Assistant Sessions Judge was posted at Cuttack throughout the year 1936 and another at Berhampur from December. These two Assistant Sessions Judges continued to work during 1937 and most of 1938.

**Courts of Sessions.**

The number of cases committed for trial to Courts of Sessions were 140, 111 and 109 respectively, while 120, 125 and 97 cases were tried during the period. The average duration of Sessions trials from the date of commitment to the date of decision was about 58 days.

**Trial by Jury.**

The system of trial by jury continued to be in force in the district of Cuttack and Ganjam for certain specified offences. In 1936 no case was tried by jury in the district of Cuttack, while 4 cases were tried in that district in each of the two following years. The court accepted the unanimous verdict in all these cases. In Ganjam two cases were tried in 1936 by the Jurors who returned a verdict of 'not guilty' in both the cases. In one case the presiding Judge made a reference to the High Court under section 307 of Code of Criminal Procedure, as a result of which, all the three accused were convicted and sentenced to rigorous imprisonment for different terms. In the other case he accepted the verdict of the jury and acquitted the accused. In 1938 one case was tried by jury who returned a verdict of 'not guilty'. The Sessions Judge of Ganjam-Puri disagreed with the verdict and made a reference to the High Court, as a result of which the accused was convicted. No case was tried in the judgeship of Ganjam-Puri in 1937.

With a view to improving the working of the jury system the High Court made recommendations to the Provincial Government which are under consideration. The maximum number of death sentences passed by the Sessions Courts was 19 in 1937 and of transportation for life was 25 in 1938 and the largest number of whipping cases was 4 in the same year.

**High Court.**

The province has no High Court of its own. The High Court of Patna, which periodically holds circuit at Cuttack, is the Supreme Court for the province.

**Appeals.**

The number of appeals from sentences or orders of Criminal Courts which came up before the High Court was 167 in the three calendar years 1936—38 out of which 159 were decided. Most of the appeals were preferred against sentences passed by the Courts of Sessions. In 1937, 4 appeals were filed by Government against orders of acquittal, as compared with one in 1936, but in 1938 there was no such appeal. Out of the total number of appeals (159) decided in 1936—38 by the High Court, the orders of the lower courts were upheld in 124 cases.

References under section 374 of the Code of Criminal Procedure for confirmation of sentences of death made to the High Court during 1936—38 numbered 32 and 30 were disposed of during the period. The sentences of death passed on 20 out of 33 persons concerned were confirmed; that on 7 persons was commuted to transportation for life. The conviction of 4 persons was altered to different terms of rigorous imprisonment, and two persons were acquitted.

**Appellate Courts subordinate to the High Court.**

The total number of appeals that came up before the Courts of Sessions rose from 416 in 1936 to 472 in 1937 and decreased to 452 next year. The total number of appeals decided by these courts was 395, 449 and 417 respectively during the period. No appeal was filed in the district of Koraput in 1937 and none in the Agency district of Ganjam in 1938.

In the courts of Magistrates the total number of appeals including those pending rose from 605 in 1936 to 770 in 1937 and decreased to 701 in the following year. The number of appeals decided by these courts was 525, 660 and 629 respectively during the period. Rather more than half of these appeals were entirely unsuccessful.

**Panchayat and Village Magistrates' Courts.**

The exercise of criminal powers by the village agencies is a noticeable feature of the criminal administration of Ganjam, where there existed about 40 Panchayat Courts, most of which exercised criminal powers.

**Civil Judicial Staff.**

The permanent judicial staff in the province consisted of two District Judges, four Subordinate Judges, one Agency Subordinate Judge and fourteen Munsifs. The staff is subordinate to the High Court at Patna. The Assistant Registrar of the Cuttack Circuit Court also worked as additional Munsif at Cuttack. The temporary Subordinate Judge's court established at Puri in 1936 was made permanent with effect from the 1st April 1938. A post of an additional Subordinate Judge was temporarily sanctioned for Berhampur a short time in 1938.

**Civil Justice.**

The number of original suits instituted in each year was round about 18,000. Money and title suits formed the bulk of this litigation. Rent suits tried by the civil courts were few since most of these are triable by the revenue courts. The average number of suits that came up for disposal and of suits disposed of during the triennial period were 25,216 and 17,997 respectively. Pending suits showed a noticeable increase in 1938, mainly owing to the inability of the Ministry to tackle the problem of 'inams' for which the moratorium adopted by the Madras Government in 1934 has been continued ever since.

**Civil Appeals.**

The number of civil appeals and miscellaneous cases preferred to the High Court showed a progressive increase from 199 in 1936 to 382 in 1937 and further to 536 next year. The High Court decided 786 appeals

and miscellaneous cases out of the total number (1,548 including pending ones) during the period. The number of appeals in lower courts has remained practically stationary.

**Panchayats and Village Courts.**

The system of administration of civil justice by panchayats and village Munsif courts is confined to the district of Ganjam where some 60 courts are in operation. Between 1,000 and 1,500 suits every year were dealt with by this agency, mainly by panchayats, and this gave some relief to the stipendiary civil courts.

**Agency tracts.**

The District Magistrates of Ganjam and Koraput, as Agents to the Governor, are District Judges for the Agency tracts included in their jurisdiction. The court of the Subordinate Judge at Jeypore is the only court in the Agency areas solely performing civil business. The Assistant Agents of Berhampur, Balliguda and Ghumsur and the Special Assistant Agents of Nowrangapur and Rayaghada and 15 Agency Munsifs also administered civil justice. The average number of suits instituted in the Agency courts during the triennial period was 915, and disposals were well up to institution. Appeals were promptly heard and decided.

**Effect of the recent legislation.**

The provisions of the Usurious Loans Act, 1918, were applied by the subordinate courts in all cases where such a course was found necessary and rates of interest were in general reduced to a reasonable extent where they were found exorbitant. It has been reported by the District Judge of Ganjam-Puri that 75 execution cases were stayed under the Orissa Small Holders Relief Act, 1938. Amendment of Order 21, rule 37 of Civil Procedure Code, had the effect of reducing the number of applications for arrest of the judgment-debtors.

**Administration.**

On the inauguration of the new province the administration of jails was placed under the charge of the Director of Health and Inspector-General of Prisons.

**Jails and sub-jails.**

There was no central jail in the province. The Cuttack jail has been functioning since April 1936 as a central jail for confinement of life or long-term prisoners.

The province started with four permanent district jails at Cuttack, Puri, Berhampur and Sambalpur. In order to relieve congestion the jails at Balasore and Angul were treated as district jails.

At the outset there were 27 subsidiary jails including two special sub-jails at the headquarters of the Koraput district and Russelkonda in the district of Ganjam. The sub-jails at G. Udayagiri in Ganjam and at Padwa in Koraput were abolished and a new sub-jail was opened at Nawapara for the main part of the area transferred from the Central Provinces. The total number of sub-jails remained at 26 in 1937 and 1938.

In South Orissa, out of the total number of sub-jails, 14 sub-jails at taluk and subdivisional headquarters were under the direct supervision of the District Magistrate. This system has come in for condemnation since, although a peon is nominally in charge as warder, the prisoners are, to all intents and purposes, in police custody. They have little opportunity for fresh air and exercise and there is no effective separation of male and female convicts and juveniles. Proposals for the reform of the system are under consideration. In view of the inadequacy of the arrangements for keeping female prisoners in South Orissa jails, it was decided to send such prisoners with sentences over one month to the Cuttack jail.

The province was short of several very essential institutions. For instance, there is no special provision for juvenile offenders. The question of opening a juvenile jail at Angul was examined and in the meantime juvenile prisoners were kept separate in the ordinary jails. Offenders under the age of 15 are sent to the Reformatory School at Hazaribagh and others go to the juvenile jail at Monghyr. There is also no separate jail for habitual offenders like the Buxar jail in Bihar.

In South Orissa certain non-habitual prisoners described as 'Star' class are kept aloof from the other prisoners to avoid contamination. In North Orissa the introduction of this system was under consideration but has not yet been found possible.

**Jail gardens, dairies and manufacture.**

The manufactory department of jail life showed a profit in 1936 of Rs 10,420 from employment of convicts, which increased to Rs. 12,321 in 1937 and fell to Rs. 8,074 in the next year. In the Cuttack jail, the weaving department was extended, three large looms being set up, and a weaving instructor was permanently appointed. With the heavy increase of manufactures in the Cuttack jail, especially for the manufacture of liveries of all kinds for supply to the various departments of Government, the necessity for further additional staff was keenly felt and a tailor master was entertained. This jail showed the largest profits and won the greatest public appreciation for the articles which it manufactured, including liveries of all kinds, dusters, durries, cotton string, fly-shuttle looms and prison garments. In Berhampur cotton is

woven and the principal articles of manufacture are bandage cloth, tennis nets, cotton bags, carpets and towels. Puri specialises in coir pounding and string making and Sambalpur in the manufacture of aloe mats. Attention was paid to the production of vegetables and milk for the prisoners.

**Education.**

The education of prisoners was not neglected. In the Berhampur district jail, according to the Madras rules compulsory education was in force for prisoners up to the age of 30, and the introduction of the same practice in other jails was under consideration. In Cuttack jail a coaching class was started from October 1937 to impart elementary education. Only illiterate prisoners are admitted and they are accommodated in a separate ward. In all larger jails arrangements have been made for religious and moral instruction and on their festival days the prisoners are visited by religious preceptors.

**Discipline.**

Discipline among prisoners showed improvement. In 1936 one prisoner escaped from the temporarily constructed sub-jail in Nawapara but was recaptured. In 1937 one undertrial prisoner who escaped from the Jajpur sub-jail and a convict of Sambalpur jail who had escaped in 1926 were recaptured. The escape of one convict from the special sub-jail at Koraput and his subsequent recapture took place in 1938.

**Health.**

The general health of the prisoners in 1938 showed some improvement over the previous year, though there was an increase in the death-rate from 7·50 in 1937 to 15·60 in 1938. In 1936 it was 19·94.

**Outstanding events.**

Among the outstanding events of 1937 and 1938 were the release of political prisoners and the introduction of purchase of Swadeshi articles and Khaddar cloth in all the jails of the province, the abolition of the system of oil pressing by prisoners, the release of a good number of prisoners from several jails with a view to relieve congestion, and the purchase of the best breed of Hariana cows for some jails. With a view to bring about uniformity in the administration of the jails the compilation of a Jail Manual for the province has been taken in hand since 1938.

**Statistics.**

The following statement gives the important jail statistics of the three years :—

| | 1936. | 1937. | 1938. |
|---|---|---|---|
| Daily average of jail population. | 1,438·24 | 1,782·61 | 1,668·16 |
| Daily average of convicts | 1,156·80 | 1,422·44 | 1,395·77 |

| | 1936. | 1937. | 1938. |
|---|---|---|---|
| Daily average of undertrial prisoners. | 276·36 | 307·69 | 265·53 |
| Dail average of female convicts. | 27·54 | 43·26 | 49·58 |
| Total admissions into hospital. | 1,189 | 935 | 690 |
| Total deaths ... ... | 28 | 13 | 26 |
| Number of officers against jail discipline. | 420 | 419 | 522 |
| Total strength of permanent Warder establishment. | 261 | 261 | 261 |
| | Rs. | Rs. | Rs. |
| Total expenditure on buildings. | 16,251 | 9,034 | 19,605 |
| Total other expenditure ... | 2,00,700 | 2,38,158 | 2,28,527 |

**Registration.**

The post of Inspector-General of Registration is held by the Revenue Commissioner. Those officers who were employed within the bounds of the new province on the 31st March 1936 were taken over to form a new cadre. The Excise Inspecting Officer worked as Inspecting Officer of Registration until the 11th December 1936, when he was appointed as Excise Deputy Commissioner. The question of appointing an Inspecting Officer is under the consideration of Government.

All the districts were in charge of the respective District Officers except those of Ganjam and Koraput which were, in accordance with the Madras system, in charge of a departmental District Registrar at Berhampur. The post was abolished with effect from the 1st April 1937 and the registration district of Ganjam-Koraput was divided into two registration districts of Ganjam and Koraput with headquarters at Chatrapur and Koraput and the district officers were appointed ex-officio District Registrars as in North Orissa. As a result of this arrangement the post of Sub-Registrar at Chatrapur was converted into a post of District Sub-Registrar as in North Orissa. A departmental Sub-Registrar's post to advise the District Registrar, Koraput, on technical matters was also sanctioned with headquarters at Jeypore with effect from the 1st December 1937.

The old Angul district was divided into two districts, viz., Angul and the Khondmals, from the 1st April 1936 and the District Officers of Cuttack and Ganjam were respectively placed in charge of registration work of the two districts. On the same date, a new office was opened at Nawapara in the area transferred from the Central Provinces with the Subdivisional Officer as ex-officio Sub-Registrar. The Parlakimedi office was abolished and a sub-district was constituted with 244 villages of the Parlakimedi

estate. A separate sub-district with headquarters at Patrapur for the estates of Jarada, Surangi and Chikiti was also sanctioned temporarily for one year in the first instance with effect from the 1st December 1938.

The new scales of pay which Government sanctioned for the officers of the Registration Department were given effect to from the 1st April 1936.

The total number of documents registered in Books I, III and IV was 123,821 in 1936, 134,296 in 1937 and 132,279 in 1938.

**Income and expenditure.**

The total gross income was Rs. 2,15,695 in 1936; Rs. 2,27,399 in 1937 and Rs. 2,23,890 in 1938 while the expenditure of the department amounted to Rs. 1,50,182; Rs. 1,47,173 and Rs. 1,40,782 respectively during the triennial period.

The following comparative statements give the figures for documents, income and expenditure during the years from 1936 to 1938.

*Number of documents registered.*

| Year. | No. of documents. | Percentage of increase or decrease over the previous year. | Remarks. |
|---|---|---|---|
| 1936 ... | 123,821 ... | —5·4% | |
| 1937 ... | 134,296 ... | +8·4% | |
| 1938 ... | 132,279 ... | —1·5% | |

*Total gross income.*

| Year. | Total receipts. | Percentage of increase or decrease. |
|---|---|---|
| | Rs. | |
| 1936 ... ... | 2,15,695 ... | —5·3% |
| 1937 ... ... | 2,27,399 ... | +5·4% |
| 1938 ... ... | 2,23,890 ... | —1·5% |

*Expenditure.*

| Year. | Total expenditure. | Percentage of increase or decrease. |
|---|---|---|
| 1936 ... ... | 1,50,182 ... | —1·6% |
| 1937 ... ... | 1,47,173 ... | —2% |
| 1938 ... ... | 1,40,782 ... | —4·3% |

It will be seen from the above figures that there has been a fall in revenue in 1938 which is due to the following factors :—

(1) Legislation for the control of money-lending was under consideration and this naturally made the local money-lenders apprehensive and restricted credit. The first effect was a fall in the number of mortgages registered ; and

(2) the slump in trade and in the price of food-grains.

The fall in expenditure appears to be due to the reversion of certain ex-Madras officers to Madras.

133096

## CHAPTER VIII.

### Excise and Salt.

**The Excise Department.**

On the constitution of the province of Orissa certain changes were brought about in the organization of the Excise Department. The office of the Excise Commissioner merged in that of the Revenue Commissioner of Orissa, to whom the powers exercised by the Board of Revenue in Bihar and Orissa and Madras under different Acts have also been transferred. An Inspecting Officer of Excise and Registration was first appointed as a temporary measure, and did the work of Deputy Commissioner of Excise. Subsequently the post of Deputy Commissioner of Excise and Salt was permanently created and the temporary post of Inspecting Officer, Excise and Registration, was abolished.

The district Excise staff was of a heterogeneous nature at the beginning of the province, as it was manned mainly by officers transferred from the late province of Bihar and Orissa with some from Madras and a few from the Central Provinces. Most of the officers transferred from Madras and all officers transferred from the Central Provinces have been reverted. The majority of the staff now employed in the province are new recruits. The cadre of Provincial and Subordinate Services of the Excise Department has not yet been fixed.

The province was, at its inception, handicapped in its administration of the Excise Department owing to different laws and different sets of rules being in operation in its component parts. In order to solve the difficulties experienced in the administration and to bring uniformity in procedure compilation of a separate Excise Manual was taken in hand.

**Excise Revenue.**

The revenue derived from intoxicants is next in importance to land revenue and represents 18·2 per cent of the total income of the province. The net revenue from it was not less than Rs. 27,11,000 on an average during the years under review, as the figures given below will show :—

| Year. | | Gross revenue. | Charges. |
|---|---|---|---|
| | | Rs. | Rs. |
| 1936-37 | ... | 32,79,297 | 5,58,307 |
| 1937-38 | ... | 33,69,950 | 5,95,891 |
| 1938-39 | ... | 32,69,625 | 6,30,178 |

During the period under review, the Excise policy had been the minimum of consumption with maximum of revenue. Towards the end of the year 1938-39 prominence was given to a policy the

immediate goal of which was prohibition. This new policy not only reduced the income of the province but also increased the expenditure in providing extra preventive staff.

Of all the measures promulgated, the opium restriction scheme introduced in the district of Balasore deserves special mention. This experiment was started from the 15th October 1938. All the opium shops, excepting 13 on the borders of the States, were abolished. Centres in charge of qualified doctors were opened for the registration of confirmed opium addicts and the registration continued till the 31st of March 1939. The doctors in charge not only supplied opium to the registered addicts according to the prescribed quota, but also attempted to cure the habit. A propaganda staff was appointed to popularize registration with a view to subsequent cure and proper control. This arrangement obviously increased the expenditure under various heads, which can only be compensated if the scheme actually brings about moral and material betterment which largely depends on the co-operation of the public and on the determination of the addicts themselves.

**Country spirit.**

Two systems—distillery and outstill—are in force for the production of country spirit. Both the systems were in operation in the districts of Cuttack, Puri and Koraput; Sambalpur was wholly under the outstill system, though for three months at the beginning of the year 1936-37 a part of the area transferred from the Central Provinces received its supply from a distillery in that province; while in Balasore and Ganjam the contract distillery system alone was in operation. The outstill areas in Padwa of Pottangi taluk and those in police-station Kalyanisinghpur in the district of Koraput were converted into distillery areas with effect from 1st April 1937 and 1938 respectively.

The base of manufacture of country spirit supplied to districts of North Orissa consisted of 50 per cent of mohua and 50 per cent of molasses. Liquor issued in the Ganjam district was manufactured mainly from jaggery or treacle, sometimes from treacle mixed with jaggery and also from mohua.

The following table shows the total quantities of country spirit issued for consumption from the bonded warehouses and distilleries :—

| | 1936-37. | 1937-38. | 1938-39. |
|---|---|---|---|
| | L. P. gallons. | L. P. gallons. | L. P. gallons. |
| Cuttack ... | 7,981·9 | 8,310·75 | 7,822·0 |
| Balasore ... | 4,574·5 | 4,408·0 | 4,301·0 |
| Puri ... | 7,724·0 | 6,865·8 | 7,315·1 |
| Ganjam ... | 19,057·2 | 22,414·8 | 22,072·2 |
| Koraput ... | 69,776·9 | 77,077·6 | 79,741·3 |

It will be seen from the figures cited above that increase in the issue of country spirit took place in the district of Cuttack in 1937-38. It has been reported that the increased consumption was mainly due to the increase in the number of shops. The increase in the districts of Ganjam and Koraput was, it is reported, mainly due to the suppression of illicit distillation. The conversion of Kalyanisinghpur outstill areas into distillery contributed to the further increase in the quantity of issue during the year in the district of Koraput. Economic causes chiefly contributed to the decrease that occurred in Cuttack, Balasore, Puri and Ganjam during the year.

Rs. 7,51,156 was the revenue from this source in 1936-37. It increased to Rs. 8,13,246 in 1937-38 and further to Rs. 8,17,579 in the next year.

**Potable Foreign Liquors.**

Potable foreign liquors yielded an income of Rs. 9,757 in 1936-37 which fell to Rs. 9,071 in the following year. The decrease was made up to a certain extent during the year 1938-39 when it rose to Rs. 9,254.

**Pachwai.**

Pachwai is the favourite beverage of the aboriginal tribes. It is a kind of liquor prepared from rice with the help of a fermenting ingredient known as "Bakhar". In the district of Koraput the hillmen are allowed without any taxation to manufacture and use this drink for domestic consumption. In the district of Balasore the same concession of home-brewing has been bestowed on the aborigines subject to the payment of a tax of Rs. 2 for each household. In 1937-38 some home-brewing licences were issued in the district of Cuttack as an experimental measure, but in 1938-39 no such licences were issued. It is reported that the privilege of free home-brewing of the rice liquor allowed for domestic consumption is at times misused by the aboriginals who carry on clandestine sale.

Revenue under this head rose from Rs. 9,895 in 1936-37 to Rs. 11,629 in 1937-38 and further to Rs. 12,594 in 1938-39.

**Tari.**

The tree-tax system continued to be in force in the district of Ganjam till 30th September 1938, after which it was abolished. The privilege of free tapping of Tari is allowed to the aboriginals in certain areas in this district. In the rest of the province the system of shop licence settled by auction is in force. There are no Tari shops in Koraput district. Tari does not compete with the lawful sale of country spirit except in summer when it is used as a beverage.

Revenue derived from Tari stood at Rs. 85,248 in the year 1936-37; it increased to Rs. 89,144 in 1937-38 but it fell to Rs. 84,034 during 1938-39.

The date-palm is the only variety of palm which is tapped for Tari in the plains of this province; while sago-palm is tapped in the agencies. Molasses or 'Gur' is manufactured on a small scale from unfermented Tari in the districts of Balasore, Sambalpur and Puri.

**Hemp Drugs.**

Hemp is not cultivated in the province. Experiments were made with no encouraging results, though it cannot be asserted with certainty whether the failure was due to unsuitability of the soil or to defective management. The province has, therefore, to depend on outside supply. Cuttack, Balasore, Sambalpur, Angul and Khondmals obtained round Ganja from Bhagalpur in Bihar; while the districts of Ganjam and Koraput got their supply of the drug from Vetapalem in Madras. Supply of round Ganja to the neighbouring States of Orissa is still received from Nabhgaon in Bengal.

The total consumption of 'Ganja' during the year 1938-39 was 8,997 seers, as against 8,879 seers and 8,726 seers in 1936-37 and 1937-38 respectively. During the triennial period Balasore and Puri invariably showed decrease in consumption of the drug for which economic causes were responsible.

During the year consumption increased in four districts, viz., Cuttack, Sambalpur, Ganjam and Koraput. This is attributed to greater vigilance on the part of the Excise staff in suppressing smuggling from the neighbouring States. The consumption of Ganja per hundred of population was 12 seers during the year as against 11 seers in 1937-38.

The year 1936-37 yielded a revenue of Rs. 5,16,271 from this drug, which fell to Rs. 5,12,403 in 1937-38 and further to Rs. 4,89,492 during the next year, due mainly to decrease in consumption and to the settlement of shops on lower fees, but partly due to the closure of some new shops during the currency of their lease.

Ganja continued to be supplied, free of duty, to certain Orissa States, under the reciprocal arrangement that they would enforce complete prohibition of the cultivation of the hemp plant, that the sale and possession in their territories of all Ganja other than that received from the British warehouse would not be allowed, that they would co-operate with the Government for the suppression of smuggling and illicit cultivation of Ganja, and that they would prescribe duty and retail prices equal to those in the neighbouring British districts.

**Bhang.**

The Central Gola at Bhagalpur in Bihar continued to be the source of supply of Bhang. Consumption of the drug had noticeably increased in the districts of Cuttack, Puri and Sambalpur and it is reported that the increase in consumption was mainly due to the poorer consumers taking to Bhang as a substitute for the more expensive drug 'Ganja' on account of its cheapness and partly to greater demand of the drug by the holders of druggists' permits. Increase in the consumption of 'Bhang' resulted in some rise of revenue under this head, which stood at Rs. 29,469 during 1938-39, as against Rs. 24,870 in 1937-38.

**Opium.**

More than half of the Excise revenue of the province is derived from opium. The total revenue from this drug was Rs. 18,56,121 in 1936-37; it rose to Rs. 18,96,864 in 1937-38 and came down to Rs. 17,96,108 in 1938-39. The increase in revenue in 1937-38 was due to enhancement of the treasury price in the South Orissa districts from Rs. 80 to Rs. 90 per seer with effect from the 1st April 1937; the conspicuous fall in 1938-39 occurred in the district of Balasore due to the abolition of 33 shops from the 15th October 1938 as a preliminary to the introduction of the full opium restriction scheme in that district.

The neighbouring Orissa States continued to obtain direct supply of opium from the Gazipur factory, in pursuance of the principle laid down by the Government of India and accepted by the late Government of Bihar and Orissa that duty should follow consumption.

The evil practice of administering opium to children which prevails more or less in every district of Orissa is reported to be gradually on the decline as a result of propaganda against the practice.

The habit of smoking prepared opium which prevails to a certain extent in most of the districts of the province is generally confined to towns and the important centres of trade The smoking of Chandu is unknown in the province.

The Bihar and Orissa Opium Smoking Act of 1928 and the Central Provinces Opium Smoking Act of 1929 go a great way in checking the habit of opium smoking, but there is no such legislation in force in the ex-Madras areas.

**Excise offences.**

A general increase is noticed in the number of persons prosecuted for offences against various Excise and Opium laws. The number of persons prosecuted rose from 1,362 in 1936-37 to 1,623 in 1937-38

and further to 1,753 in 1938-39. A corresponding increase has also occurred in the number of cases. Detection of illicit distillation in the districts of Ganjam and Koraput mainly accounted for the increase both in the number of cases and persons. The results of arrests, prosecutions and convictions indicate that more attention is devoted to detection work.

Crimes of petty or technical nature like violation of conditions of vend licences were, as usual, dealt with departmentally under section 68 of the Bihar and Orissa Excise Act.

**Salt Administration.**

The Revenue Commissioner of Orissa, as the Commissioner of the Division and of Salt, administers the Salt Department which is combined with the Excise administration. His functions are mainly confined to the control of preventive operations and the confiscation of the seized articles in the districts of Cuttack, Puri and Balasore. The South Orissa districts of Ganjam and Koraput are under the Madras Salt Revenue Department of the Central Government. No administrative change of any importance was introduced during the period of three years—1936-37 to 1938-39.

In 1936-37 the rate of duty on foreign salt was Rs. 1-11-6 per maund including the additional import duty of Re. 0-2-6 and a surcharge of Re. 0-5-0 per maund. In 1937-38 the additional import duty was reduced to Re. 0-1-6 per maund and the rate of duty on foreign salt came down to Rs. 1-10-6 per maund. The additional import duty on foreign salt was abolished with effect from the 1st May 1938. In 1938-39 the rate of duty on both foreign and Indian salt remained at Rs. 1-9-0 including a surcharge of Re. 0-5-0. The rate of duty on Indian salt stood at the same level in the years 1936-37 and 1937-38.

The concession granted by the Government of India to certain poorer classes of people for manufacturing salt in the areas immediately adjoining the villages in which they reside, for purely domestic consumption or for retail sale within their villages under the restrictions imposed, remained in force during the period under review.

**Preventive measures.**

The policy of dealing with cases of abuse of the concession by seizure and confiscation of contraband salt with receptacles, conveyance, etc., continued. The total number of such cases was 1,341 in 1936-37 but decreased to 1,231 in 1937-38 and to 868 next year. The total quantities of salt seized and confiscated in these cases were 2,162 maunds, 2,248 maunds and 964 maunds respectively. Increase in crime and in the seizure of contraband salt was particularly

noticeable in the district of Puri in 1937-38 which reflected the deleterious effects of the floods. While these cases were of a casual nature and were not the results of any organised attempts at illicit manufacture, it was apparent that the concession was being abused and strict measures were called for.

With a view to check the abuse of the concession an additional temporary preventive force consisting of two Sub-Inspectors, three petty officers, fifteen peons, one clerk and one Assistant Sub-Inspector of Police was sanctioned by the Government of India for employment in the district of Puri during the years under review.

In 1936-37 one important prosecution was started on the allegation that a merchant was using his hide-curing business as a cover for illicit trade in salt. The case ended in acquittal on revision by the High Court. There were no other prosecutions under the Salt Act, 1882 (Act XII of 1882), during the triennial period.

**Salt Industry.**

With a view to reviving the ancient salt industry in Orissa which has an extensive coastal saline tract, the Provincial Government appointed a Committee in their resolution No. 3091-Com., dated the 29th/30th April 1938. The Committee submitted their report in October 1938, recommending the establishment of an experimental salt factory under Government management. Their proposal was under examination at the end of the triennial period, but has since been abandoned and two licences have now been granted to private firms for manufacture of salt.

## CHAPTER IX.

### The Land and the People.

**General.**

With the creation of the province, the functions previously performed by the Commissioner of Orissa and by the Board of Revenue of Bihar and Orissa were taken over by the Revenue Commissioner. It is unfortunate that, for various reasons, this post was held by not less than six officers during the triennial period.

The wide difference in the systems of law prevailing in different parts of the province is nowhere more apparent than in the sphere of land revenue. In the coastal districts of North Orissa the Orissa Tenancy Act applies but in Sambalpur district the law in force is the Central Provinces Tenancy Act, while in South Orissa there is the Madras Estates Land Act. In addition there are, of course, backward areas such as Angul and Khondmals and the South Orissa Agency tracts which are subject to special laws and regulations. The three coastal districts of North Orissa were incorporated in Bengal and later in Bihar and Orissa, and were until recently governed, as regards tenancy law, by the Bengal Tenancy Act. When, at a somewhat late stage, it was realised that Orissa has an individuality of its own, the Orissa Tenancy Act was passed in 1913 following mainly the example of the Bengal Tenancy legislation, but with some modifications suited to Orissa. The district of Sambalpur at one time belonged to the Central Provinces. Hence, it is the tenancy law of that province which still applies. To make the confusion greater the Central Provinces Tenancy Act underwent some amendments after the transfer of Sambalpur to Bihar and Orissa, but no corresponding amendments were made by the Bihar and Orissa Government, with the result that the Act as applicable to the main portion of the Sambalpur district is the unamended Act, while in the Nawapara subdivision which was not transferred to Bihar and Orissa, the amended Act applies. In Ganjam and Koraput the Madras land law and a different revenue system are in force. With its greater decentralisation by division into taluks, and its elaborate system of village officers, the system here is entirely different from that of North Orissa. The existence of these several systems greatly increased the difficulties of revenue administration in the first years of the new province.

**Land revenue in North Orissa.**

In North Orissa in 1936-37 there were 13,594 revenue-paying estates of which 269 were permanently-settled, 13,278 temporarily-settled and 47 under the direct management of Government.

Next year the number increased to 13,684. In 1938-39 the number of revenue-paying estates stood at 13,714. Increase in the number of estates was mainly due to the creation of new estates by partition. The following table will show the total revenue demand of the different classes of estates:—

| | 1936-37. | 1937-38. | 1938-39. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| 1. Revenue of permanently-settled estates. | 1,18,243 | 1,18,257 | 1,18,256 |
| 2. Revenue of temporarily-settled estates. | 31,71,785 | 31,40,981 | 32,00,121 |
| 3. Revenue of Government-managed estates. | 8,08,581 | 8,49,178 | 8,89,303 |

The total demand in 1936-37 showed a net increase of Rs. 25,580 over that of the old Orissa Division in the previous year, mainly due to the addition of the area transferred from the Central Provinces. In 1937-38 the total revenue demand decreased by Rs. 13,007 in the district of Cuttack, chiefly due to the elimination of the retrospective demands fixed by the Settlement Department. The year 1938-39 recorded a slight increase of Rs. 3,831 in the current demand which was mainly due to the new assessment of waste lands in Puri. Steady deterioration in the collection of land revenue during the triennial period is illustrated by the following statistics:—

| | The percentage of current collection on current demand. | The percentage of arrear collection on arrear demand. | The percentage of total collection on total demand. |
|---|---|---|---|
| 1936-37 | ... 95·52 | 94·87 | 95·49 |
| 1937-38 | ... 93·12 | 94·81 | 93·19 |
| 1938-39 | ... 92·12 | 94·81 | 93·19 |

The fall in the percentage of total collection was attributed to the economic depression, damage caused by flood, and loss of crops. Remissions to the extent of Rs. 4,486, Rs. 9,008 and Rs. 24,861 were granted in 1936-37, 1937-38 and 1938-39 respectively on account of deposit of sand on paddy fields due to the effects of high floods. The total outstanding balance at the close of the year 1938-39 was Rs. 2,99,398, as compared with Rs. 1,80,089 and Rs. 2,70,428 in the two preceding years.

The total collections of miscellaneous revenue, including receipts from forests under the management of the Civil Department, were Rs. 65,849, Rs. 69,533 and Rs. 62,441 respectively during the triennial period. The increase in the receipts in 1937-38 was due to the retransfer of some forests in Angul to the

Civil Department. These miscellaneous receipts included some earnings from minerals which averaged to Rs. 8,690 during the period under review.

The sale law in force in the districts of Cuttack, Puri and Balasore was administered with leniency as had become the practice since the economic depression. The number of defaults in payment of land revenue increased from 10,831 in the first year to 13,867 in the second year and further to 13,994 in the third year with a corresponding increase in the number of estates sold, which were 6,790 and 118 respectively during the period. The percentage of estates that defaulted in the district of Cuttack was rather high in 1938-39, probably due to lenient administration of the sale law. The number of certificates filed under the Public Demands Recovery Act decreased from 9,096 in 1936-37 to 6,565 next year while their number was 7,182 in the third year. Balasore recorded a noticeable fall in the filing of certificates in 1937-38 and 1938-39. In these two years the filing increased in Puri, this being due to the recovery of the overdue takavi loans and to the institution of a larger number of certificates by the Sarbarakars of Khurda Khasmahal against refractory tenants.

The following table will show the stages by which demands were satisfied :—

| Total. | DEMANDS. | | | | | Demands not satisfied on imprisonment. |
|---|---|---|---|---|---|---|
| | On issue of orders. | On attachment of property. | On sale. | On issue of warrants. | On imprisonment. | |
| 1936-37 | 3,491 | 4,418 | 1,206 | 49 | ... | 1 |
| 1937-38 | 2,284 | 2,877 | 861 | 115 | ... | ... |
| 1938-39 | 2,402 | 3,182 | 879 | 105 | ... | ... |

It is noticeable that most of the Government dues were realised during the earlier stages of the proceedings.

In Sambalpur Government dues are realised under the provisions of the Central Provinces Land Revenue Acts. During the triennial period payments were made in 241,125 and 21 cases respectively on attachment of property. In two cases in the first year and in four cases in the third year recourse had to be taken to the actual sale of property.

**Cess.**

In Sambalpur, Angul and Khondmals the Cess Act is not in force but local cess continued to be levied at the maximum rate of one anna in the rupee in the districts of Cuttack, Puri and Balasore. The following table illustrates the position of cess realisation in North Orissa :—

| | Total demand. | Total collection. | Percentage of collection. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| 1936-37 ... | 7,34,183 | 5,97,109 | 98·11 |
| 1937-38 ... | 7,43,319 | 5,59,720 | 91·96 |
| 1938-39 ... | 7,78,377 | 5,75,753 | 94·64 |

During the triennial period the prescribed standard of 100 per cent was not reached in any district except Puri in 1937-38.

In Sambalpur the rates for the maintenance of roads and schools have been assessed in Settlement and are recovered in accordance with the provisions of the Central Provinces Local Self-Government Act I of 1883 in the old area and of the Central Provinces Local Self-Government Act IV of 1920 in the ex-Central Provinces area. The demands of Rs. 30,272 in the first year and Rs. 30,271 in the second year were realised in full and credited to the District Council Fund. In the third year a sum of Rs. 30,266 out of the total demand of Rs. 30,270 was realised.

**Remittance of rent by money order.**

Except in Angul and Khondmals the system of payment of rent by money order which has been in force since 1905 continued in the districts of Cuttack, Puri, Balasore and Sambalpur. The number of remittances of rent by this system was 2,551 in the first year, 2,364 in the second year and 3,215 in the third year. The percentages of money orders refused by the landlords were 11 and 9 respectively in the first two years. It increased to 14·37 in the third year. The increase was partly due to the existence of strained relations between the landlords and the tenants and partly to the general non-supply of full particulars in the information columns of money order forms.

**Relations between the landlords and the tenants.**

The year 1936-37 was a normal one in which the relations between the landlords and the tenants remained satisfactory on the whole. But with political changes giving rise to expectation of direct advantages from legislation on the one hand, and apprehension of drastic reduction in income and status on the

other, there was much mutual suspicion and estrangement between the majority of tenants and their landlords. As a result of the political awakening which received an impetus from the Kisan movement, a growing determination on the part of the tenants to resist many illegal exactions and encroachments upon their rights has sprung up. It is hoped, however, that with the passage of time and the dawn of a spirit of moderation and compromise on both sides friendly relations may be restored.

**Survey and settlement operations.**

In the province the duties of the Director of Land Records are performed by the Revenue Commissioner.

During the first year (from the 1st October 1936 to the 30th September 1937), the survey and settlement of two villages, Gopalpur and Kotdwar, comprising an area of 2,569 acres in the Banki Government estate in Cuttack, were taken up as an experimental measure to see how far the Milan Khasara had been kept up-to-date and to provide training in such work for the young officers of the province. Next year the operation was extended to six more villages with an extent of 4,563 acres. These eight villages passed through all stages of the operations and the record-of-rights were finally published. Materials obtained in the course of the settlement operations indicated that the records had not been kept up-to-date by the agency entrusted with the duty. The settlement of an area of about 68 acres of Char lands in the district of Balasore was also taken up and completed in the first year.

In the South Orissa the unfinished survey and settlement work consisted mainly in the completion of certain legal formalities in operations begun by the Madras Government in certain villages in the zamindari estates. It was almost brought to a close in 1937-38. In the first year 87 villages in Ganjam and one in Koraput were under record-of-rights operations, and 136 villages in the former district were under the operation of settlement of rents. Settlement of rent of one raiyatwari village, Siddhipur, in the Kudala taluk in the district of Ganjam was completed during the year and the settlement of rates was introduced with effect from the Fasli year 1346 (1st July 1936). In the year 1937, 37 villages in Ganjam and one in Koraput district were under record-of-rights operations and 146 villages in Ganjam under rent settlement operations. Twenty villages of the Jeypore estate in the district of Koraput, which had never been surveyed, were also taken up in 1937-38 for settlement operations on an experimental basis, the object being to evolve a cheap form of survey without theodolite traverse and to get a detailed knowledge of the tenancy rights and customs in the estate. With a view to reducing the cost of the operations the North Orissa procedure of survey and settlement has

been introduced, as far as practicable, without violating the existing provisions of the Madras laws of settlement. It has been decided to take up each settlement operation in the zamindari area in Ganjam without waiting for applications from the parties since the method of piecemeal settlement on application has proved expensive.

There was no settlement of raiyatwari tracts during the period under review. The period of resettlement of all the raiyatwari areas in Ganjam district which was to expire between 1939—43 has been postponed for five years.

As the province has no separate survey office its survey work is done by the Bihar Survey Office at Gulzarbagh. A contribution of Rs. 2,000 is annually paid to the Bihar Government for this arrangement. The Government of Orissa also paid a contribution of Rs. 1,500 to the Government of Madras for storage of maps relating to the province in the first year but curtailed it to Rs. 500 from the 1st April 1938, as some of the records and maps were transferred to the district offices for storage. No traverse survey was done during the period under review.

The system of biennial maintenance of records continued in the old Sambalpur area. The revised system of biennial mutation was introduced in the ex-Central Provinces areas added to the district from the 15th October 1937.

**Land Revenue system.**

The main varieties of tenures in South Orissa may be classed as (1) raiyatwari, and (2) zamindari. Under the raiyatwari system Government deals directly with the land-holders (Pattadars) and it is under this system that scientific principles of assessment of land are adopted. For the purpose of assessment soils are classed into various grades with reference to their productive capacity and other local advantages. After a set of carefully conducted crop cutting experiments, the normal outturn from each class of land is determined and these are then converted into money values, not at the current rates prevailing at the time but at the average of the prices prevailing during the twenty years excluding famine years immediately preceding the settlement. Then various deductions are made to cover the cost of cultivation including the cost of manure and labour and also to cover seasonal calamities, etc., and what remains is the net profit accruing to the raiyat. It is on this net profit that the maximum Government demand of 50 per cent is based. In practice, however, the assessment is much below this permissible maximum. In the zamindari areas the estates were permanently settled in 1802 when the Government demand was assessed at one-half of the gross produce of which two-thirds was assigned

as the Government share, and one-third was retained by the zamindar. The rate of the Government assessment ranges from Rs. 1-4-0 to Rs. 6-8-0 per acre for wet lands and from four annas to Rs. 3 for dry lands. In the zamindari areas the pitch of assessment is higher, being almost 50 per cent in excess of the Government assessment in the raiyatwari areas.

**Resettlement.**

Resettlements are made at intervals of 30 years when a fresh calculation is made of the Government share of the net profit. If a raiyat has sunk a well or constructed a tank for irrigation, Government claims no share of the increased return But where other improvements have been made a share is claimed as, for instance, where marketing facilities in a backward area have been improved by the construction of a railway. Enquiries are made whether the previous assessment has worked well and is reasonable. In considering this point great importance is attached to the selling and letting value of the land. If the previous assessment is found to have worked satisfactorily no change is made in the basic principles, but if there has been a rise in prices an increase is made in the Government demand. The calculation is again made over a period of the 20 non-famine years preceding the settlement. In 1924 Government decided to limit the enhancement on this ground to 18¾ per cent.

'Jamabandi' is an annual settlement of the raiyat's account with Government which is necessary, mainly on account of the following causes :—

(1) Relinquishment of land.

(2) Fresh cultivation taken up by the raiyat.

(3) Unauthorised cultivation or irregular irrigation.

(4) Seasonal remissions.

These are fluctuating items of revenue which are settled at the time of Jamabandi, which gives an opportunity to the raiyat to put forth objections, if any. Thus the system provides an effective check against frauds by the revenue subordinates.

**Recovery of revenue and rent.**

In every village there is a headman in charge of collection. He has a staff consisting of a clerk (Karanam) and a few village servants. In the raiyatwari area if the assessment is not paid on the due dates, distraint of crops can be made through the village officers, or the holding can be sold. Sales are not, however, frequent. In the zamindari area, the zamindar has to apply to the revenue court for realisation of arrear of rents but in

the case of arrears of rent accruing within the preceding twelve months he has the option of distraint and sale of the movable property of a Patta-holder.

Arrears of rent in the raiyatwari area and of revenue in the zamindari area are all realisable under the Madras Revenue Recovery Act by sale of the defaulters' movable or immovable property or execution against the persons of the defaulters. Sale are, however, not frequent, as in the raiyatwari villages the collection system works well, and the zamindari area consists of a small number of large permanently-settled estates.

**Rights of tenants.**

In the raiyatwari area the Pattadars have always had rights of occupancy and the right of free transfer. In the permanently-settled area they had virtually no rights until 1908 when the Madras Estates Land Act was passed; until then they had only the right to cultivate from year to year. This Act gave them the rights of occupancy and of free transfer.

The sub-tenants have no rights whatever. Their tenancies are governed entirely by contract and they are no better off than the tenants-at-will of North Orissa

Rents are enhancible both in the raiyatwari and permanently-settled areas. In the former the only ground of enhancement is a rise in prices, while in the latter enhancements are permissible on a number of grounds, such as landlord's improvements, increased productivity and the like.

**Peshkush.**

For revenue purposes the heads under which lands in South Orissa are classified are (1) permanently-settled lands paying peshkush, (2) inam villages paying Shrotriam jodi or quit-rent, (3) lands held under raiyatwari tenure.

The total amount of peshkush during 1936-37 was Rs. 2,55,961; it rose to Rs. 3,09,586 next year and further to Rs. 3,10,600 in the third year. The increase in 1937-38 was mainly due to the inclusion of the entire demand of the Parlakimedi estate instead of the proportionate share for that part of the estate which lies in Orissa. In 1938-39 the inclusion of the provisional demand of peshkush on the Panchipenta estate in Koraput was responsible for the increase of Rs. 1,014. The apportionment of the peshkush in the Parlakimedi estate was finally settled and accepted by both the Governments of Madras and Orissa during 1938-39, Rs 28,103-8-11 being the share of Orissa and Rs. 51,476-2-4 that of Madras.

The question of apportionment of peshkush relating to the Orissa portion of the Panchipenta estate in Koraput is still under examination.

**Quit-rent.**

Quit-rent payable by villages held on Shrotriam or favourable tenure during 1938-39 was Rs. 19,178 against Rs. 19,207 and Rs. 19,209 respectively in the previous two years.

Owing to the assignment of waste lands and resumption of inam lands the extent of raiyatwari holdings rose from 371,854 acres in 1936-37 to 372,319 acres in 1937-38 and further to 372,586 acres in the year following, while the total assessment also recorded slight increase from Rs. 7,56,261 to Rs. 7,57,135 and to Rs. 7,57,467 during the triennial period.

**Collection.**

The total land revenue demand (current) increased from Rs. 12,30,559 in the first year to Rs. 12,87,946 next year while it decreased to Rs. 12,53,243 in the third year. The total demand under cess (current) also rose from Rs. 4,75,937 in 1936-37 to Rs. 5,19,995 in the following year and stood at Rs. 5,07,807 in 1938-39.

Out of the total demand of revenue and cess amounting to Rs. 17,06,496, a sum of Rs. 17,04,729 or 99 per cent and, out of an arrear of Rs. 3,890, a sum of Rs. 3,878, or practically 100 per cent, were collected in 1936-37; while in the two subsequent years the collection showed some deterioration as a sum of Rs. 17,25,936 or 95 per cent was realised out of the total demand of Rs. 18,07,974 in 1937-38, and a sum of Rs. 15,96,885 out of the total demand of Rs. 17,61,050 was realised in 1938-39. As regards the collection of arrears in 1937-38 the result was unsatisfactory as a sum of Rs. 1,754 was realised out of the total arrear demand of Rs. 6,188; while it reached almost 100 per cent in 1938-39 as Rs. 38,798 was collected out of the total arrear demand of Rs. 38,812. The balance outstanding at the end of the year 1938-39 including both arrears and current demand amounted to Rs. 1,64,203 against Rs. 38,722 in the previous year. The fall in the standard of collection noticeable in Ganjam was mainly due to the non-payment of peshkush and cess by the proprietors on due dates as a result of agrarian agitation and also to some extent to the unfavourable weather conditions. It is reported that the change in the Kistibandi in Ganjam area, namely, from December to March and January to April, has benefited the raiyats.

The revenue derived from the irrigation cess and the second crop charge showed an increase from Rs. 34,353 in the first year to Rs. 37,967 in the next while in the third year it decreased to

Rs. 32,965. The decrease was due to a smaller extent of dry and rain-fed lands having been brought under cultivation owing to the insufficiency of rain in some parts of the year 1938-39.

The miscellaneous revenue amounted to Rs. 2,03,845 in 1938-39, as compared with Rs. 1,90,349 and Rs. 1,98,028 respectively in the two preceding years. The increase was mainly due to the sale-proceeds of town site lands in Berhampur.

The total charges of the district administration including the village establishment amounted to Rs 10,08,270 or 59 per cent of the revenue in 1936-37 ; while in the two subsequent years the cost decreased respectively to Rs. 9,82,287 or 54 per cent and to Rs. 9,31,662 or 53 per cent of the total land revenue.

**Coercive measures.**

In the process of collection the total number of demand notices decreased from 9,622 in the first year to 7,649 in the second, while in the third the notices numbered 7,783. The number of distraint or attachment notices fell from 145 in 1936-37 to 128 next year and further to 79 in the third year. In 1938-39 the number of sale notices (27) was more than double the number (13) issued in the previous year while the number of defaulters whose immovable properties were attached and sold increased from 7 to 24.

In the work of transfer of registration the total number of applications increased from 13,659 in the first year to 17,746 next year ; while it stood at 70,341 in the third year. The total number of disposals were 13,037, 13,580 and 11,762 respectively during the triennial period.

The amounts advanced in 1936-37 as Land Improvement and Agriculturists Loans were Rs. 49,915 in Ganjam and Rs. 23,775 in Koraput ; while these advances totalled Rs. 35,412 and Rs. 12,475 in 1937-38 and Rs. 73,753 and Rs. 20,245 in 1938-39.

The minor irrigation works in charge of the Revenue Department numbered 1,670, of which 181 were repaired at a cost of Rs. 31,156 during the first year, 198 at a cost of Rs. 29,494 in the second year. In 1938-39, 231 irrigation works out of the total number of 1,666 were repaired at a cost of Rs. 35,118. There are no maintained irrigation sources in the Agency area where crops are generally raised by rain water and water from the jungle streams. Four minor irrigation works in the G. Udaigiri taluk were abandoned during the year 1938-39 as they served no useful purpose in irrigating lands.

The policy of holding informal conferences of Revenue Officers, Executive Engineers and raiyats, which was started with

the object of giving the cultivators an opportunity of expressing their grievances, continued in the district of Ganjam. No conference was held with the raiyats in the district of Koraput.

It is reported that lands measuring 15,583 acres have been reserved for assigning to the depressed classes in the district of Ganjam. In 1938-39 lands measuring 2,392 acres were assigned to the members of this class against 2,364 acres in the previous year. The policy of assigning lands to the people of the backward classes holds out a hopeful augury of future improvement in their material conditions.

The system of general or collective notice for each village is reported to have worked well and resulted in prompt investigation of objections. Penalties were imposed in cases where Government water was taken without permission.

**The Madras Estates Land Act.**

The total numbers of suits and applications under the Madras Estates Land Act of 1908 filed during 1938-39 were 2,565 and 3,611 respectively as compared with 2,123 and 3,015 in 1936-37 and 2,959 and 4,057 in the subsequent year. The increase noticed in the number of filing of suits in 1937-38 was due to the fact that, as the raiyats of the resumed lands in Bodokimedi estate withheld payment of rent, the zamindar had to bring a large number of cases against them. In Parlakimedi estate the Maharaja also instituted a number of suits for the recovery of water taxes levied on lands other than wet lands irrigated from the irrigation sources of the estate as the tenants refused to make payment. For the recovery of arrear rents 281 holdings were sold in 1938-39 as against 121 and 257 respectively in the two previous years. The increase in the number of holdings sold was due to the general depression in the land value. No marked tendency of alienating occupancy rights in favour of non-cultivating tenants was noticed in the district of Ganjam. In Koraput alienations through private and verbal transactions between the hill and non-hill men take place on an extensive scale but they seldom come to light until they are challenged or disputed.

**Relations between the landlords and the tenants.**

The relations between the landlords and the tenants were not, on the whole, satisfactory during the triennial period. In the Talatampara muttah of the Chikati estate the raiyats withheld payment of rent. In the Bodokimedi estate some anti-rent agitation was carried on by men who were not on good terms with the zamindar. Signs of the existence of strained relations between the zamindar and

the tenants were manifest in certain villages of Parlakimedi, Khallikote and Athagada estates. Some discontent was exhibited by the raiyats of Nowrangagur taluk over the question of the monopoly of lac cultivation and plough tax.

**Government Estates.**

The total number of estates under the direct management of Government was 47 in the first year. A new estate was added in the second year by assignment of a tauzi number to the Barikpur Camping Ground in the district of Balasore. There was no change in the number in the third year. The total demand of these estates amounted to Rs. 8,08,531 in 1936-37; it rose to Rs. 8,49,178 in the second year and to Rs. 8,89,303 in the third. The percentages of collection showed some deterioration due to the economic depression and loss of crops. In the first year the percentage reached 84·91, which came down to 79·31 in the second year while it stood at 82·29 in the third year. A sum of Rs. 60,616 was spent on management and Rs. 33,648 on works of improvement in 1938-39 while Rs. 63,992 and Rs. 30,580 were spent in 1936-37 and Rs. 64,754 and Rs. 41,959 in 1937-38 respectively for these purposes. Grants of 1 and 1½ per cent of collection were, as usual, made to Government estates in Sambalpur for expenditure on primary education and on improvements of roads and communications. In Angul the cost of construction and maintenance of roads, except those under the Public Works Department, was met from the Improvement Grant. The general condition of the tenants in Government estates continued to be satisfactory. To help the people in the flood-affected parts prompt measures were taken by Government by granting takavi loans, by distribution of gratuitous relief and by remission and suspension of rents. Sufficient employment for labouring classes was available during the triennial period.

**Management of Wards Estates.**

Management of the estates under the Court of Wards is carried on under three Acts, viz., the Bengal Act, the Madras Act and the Central Provinces Act which are in force in the three component parts of the province. The Revenue Commissioner is the Court of Wards of the province.

**Wards Estates in North Orissa.**

In 1936-37 there were four estates under the Court of Wards—Jayanarayan, Boinchee and Irda in the district of Balasore and Parpali in the district of Sambalpur. During the year Irda estate was released. It was taken under the management of Court from the 1st June 1921 on the death of the zamindar leaving a minor son. The estate was released on the attainment

of majority by the ward on the 14th November 1936. The debts which had amounted to Rs. 22,000 were paid in full and a cash balance of Rs, 29,501 was left at the time of release. The total number of estates was, therefore, three during the years 1937-38 and 1938-39.

Government dues in respect of revenue and cess of the estates under management amounting to Rs. 16,587 in 1938-39 were paid in full. The whole of the demand on account of revenue and cess was also realised in full in the two previous years. The total amount of rent and cess due to superior landlords was paid up in these years leaving a trifling balance. The total demand of rent and cess due to the estates under management including arrears amounted to Rs. 81,368 in 1936-37, Rs. 79,502 in the next year and Rs. 73,056 in the third year. The average percentage, for the triennial period, of the total collection on the current demand was above hundred per cent. In 1936-37 there were low collections in the Boinchee estate due to untimely rainfall and inefficiency of the collecting agencies. It is also reported that the abandonment of the coast canal contributed to this result by depriving the tenants of a convenient means of communication with selling centres. The percentage of collection fell much below the standard in the Barpali estate in 1937-38 owing to the unsettled state of affairs caused by the death of the ward which gave rise t disputes about succession.

The outstanding balance due to estates on account of rent and cess at the close of the year 1938-39 was Rs. 18,144 as compared with Rs 24,443 and Rs. 19,583 respectively in the previous two years. The arrears amounted to more than 25 per cent in the two estates Boinchee and Barpali in 1938-39. There was a decrease in the balance from Rs. 1,826 to Rs 1,035 in Jayanarayan estate and Rs. 8,226 to Rs. 7,127 in Boinchee. The heavy balance amounting to Rs. 9,982 in the Barpali estate was due to disputes regarding the share of Malikana due to the Thikadars. The unsatisfactory harvest and the low prices prevailing during the year were further reasons for the deterioration in collection of rent. All the three estates were solvent during the period. The cost of management worked out at 10·64 per cent of the income in 1938-39 against the standard cost of 15 per cent.

The expenditure on schools amounted to Rs. 1,104, Rs. 938 and Rs. 976 during the years 1936-37, 1937-38 and 1938-39 respectively. The Boinchee and Barpali estates contributed Rs. 4,350 and Rs. 300 respectively to dispensaries in 1937-38. A sum of Rs. 2,780 was also spent in 1938-39 by the Boinchee estate in repairing dispensary buildings and on other works of importance,

The Barpali estate spent a sum of Rs. 1,312 on repairing the estate buildings, on improvement of village roads and market sites and on providing wells. In Boinchee the cultivation of sugarcane was tried with satisfactory results in 1936-37. There were no important works of agricultural improvement in any of the estates in the following two years.

The general condition of the tenants in the estates under management was fair during the triennial period under review. The relations between the tenants and the managing agencies continued to be satisfactory.

**Wards Estates in South Orissa.**

In the first year the Jarada estate in Ganjam came under the management of the Court of Wards. Two estates Chikati and Dharakote were added in 1938-39. The total Government demand (Peshkush assessment, cess and taxation) of the estates amounting to Rs. 91,852 in 1938-39 was paid in full Jarada paid in full the Government dues amounting to Rs. 6,926 and Rs. 6,650 in 1936-37 and 1937-38 respectively. Out of the net demand of Rs. 3,96,976 of the three estates, Rs. 1,46,476 was collected in 1938-39 leaving a balance of Rs. 2,50,500. The unsatisfactory state of collection was generally due to economic depression and the increased indebtedness of the raiyats. In the Chikati estate the revenue was affected by the failure of crop due to the unfavourable season. The cyclone of October 1938 also adversely affected the standing crops in all the three estates. It is reported that in the Madras portion of the Chikati estate the raiyats have almost withheld payment of rents since the Fasli 1343.

When the Chikati and Dharakote estates were brought under the management of the Court there was a heavy balance of arrear rent amounting to Rs. 7,48,043 at the end of the Fasli 1348. The major part of this is covered by legal proceedings while a considerable proportion is either irrecoverable or time-barred. The heavy accumulation of arrears in these two estates indicates their mismanagement before the assumption of charge by the Court of Wards. In the Jarada estate conditions were no better and collection of arrear rent was disappointing. The arrear balance amounted to Rs. 94,546 in this estate at the end of the Fasli 1348. Decrees obtained by the Jarada estate in civil and revenue courts could not be executed against a large number of judgment-debtors in view of their poverty.

**Financial condition.**

The total cash assets of the Fasli 1348 (1938-39) amounted to Rs. 2,45,630 while the total cash expenditure was Rs. 2,10,791 leaving a balance of Rs. 34,839 at the end of the Fasli. Out of the three estates Chikati and Jarada are heavily indebted. The total liabilities of the

estates including the interest and cost which accrued during the Fasli amounted to Rs. 8,23,942, out of which Rs. 8,801 was repaid and Rs. 4,284 was struck off, leaving a balance of Rs. 8,10,857 at the end of the Fasli 1348. Forty-one claims amounting to Rs. 1,12,924 against the Jarada estate were under investigation, while claims against the Dharakote estate amounting to about Rs. 70,000 could not be brought into account during the year as claim petitions were under enquiry. The debts contracted by the Chikati estate at the beginning of the Fasli 1348 amounted to Rs. 6,25,922. Repayment of this heavy debt is a difficult problem. It is estimated that if a sum of Rs. 30,000 out of the normal income of Rs. 1,80,000 is set apart for the clearance of debt, it will be insufficient even to meet the interest. The total liabilities of the Jarada estate amounted to Rs. 1,34,271 at the beginning of the Fasli 1348.

**Education.**

A tutor guardian has been appointed for the Chikati ward and arrangements have been made for the ward's attendance at classes in the Khallikote College at Berhampur. The Dharakote ward and his brother are progressing well in the Stewart High School, Cuttack. The ward of Jarada estate is at the Rajkumar College at Raipur.

**Miscellaneous.**

The Dharakote estate maintained two schools from the Devasthanam funds. The Shri Raja's Middle School, the Sri Patta Dev Sanskrit School and the Industrial School are also managed and supported from the main estate funds. Sixteen temples, namely, 7 in Chikati, 3 in Dharakote and 6 in Jarada, are managed by the estates out of the Devasthanam funds. There were no activities in any of the estates in the sphere of agricultural improvement. The Chikati estate spent a sum of Rs. 6,301 on repairs to irrigation works.

The management of forests in these three estates is carried on according to rules under the Madras Forest Act. The total amount of forest revenue in the Fasli 1348 amounted to Rs. 9,514 against the total cost of Rs. 1,884.

**Sambalpur Land Laws Committee.**

The Sambalpur Land Laws Committee consisting of non-official members with Sri B. N. Das, M.L.A., as Chairman, was appointed by the Provincial Government on the 15th February 1938 to enquire into the existing Land Laws in the district of Sambalpur and to suggest improvements and the lines on which legislation should be undertaken to frame a self-contained land revenue and tenancy law for the district as now constituted. The Committee issued a questionnaire in Oriya, Hindi and English and examined a number of witnesses. The recommendations of the Committee were received by Government in July 1940.

**Forests.**

With the birth of the new province on the 1st April 1936 an independent forest circle for Orissa was created. Madras, Bihar and Orissa contributed about equal areas of Government forests to the new circle while the Central Provinces transferred only a very small area of forest which has not yet been placed under the management of the Forest Department.

At the inception the Forest Department of the Orissa Government had to face many problems of administrative importance on account of the different laws, regulations and conditions of service prevailing in the component parts of the province. Early steps were undertaken for unification of the divergent systems which was essentially necessary for the efficient administration of the department, but the difficulties have still continued. Despite these difficulties the progress made by the Department during the period from 1936-37 to 1938-39 is encouraging.

The year 1936-37 was chiefly spent on the reorganisation of the forest divisions in South Orissa, which were hitherto running on the expensive lines of the Madras system, the regulation of pay and allowances to officers, the compilation of a new Forest Code and the drafting of a Forest Act for Orissa and other cognate matters.

The introduction of uniformity in accounts procedure and unification of certain minor rules of procedure afforded partial relief to the administration in the year 1937-38. The scheme of reorganisation of the South Orissa divisions received sanction of Government and some changes in the management of ranges, reshuffling of areas of executive charges with a view to effect economy, fixation of new scales of pay, reversion of several forest rangers to Madras, were important among the events that occurred during this year. Preliminary preparations for the reservation of forests were made on a satisfactory basis in the Agency tracts and Khondmals. A new working plan was started for the Russelkonda Division as it was simpler than the old Ghumsur plan. In Balliguda Division 120 miles of boundary of new reserves were demarcated. In Angul and Puri Divisions a new teak-planting record of 259 acres was established. Thinnings were carried out over an area of 10,053 acres. On the exploitation side, sleeper operations were introduced for the first time in the Balliguda Agency.

A bright feature of the progress made in 1938-39 lay in the selection and demarcation of forest blocks in the Agency hill tracts. Demarcation of new boundaries covered a length of 235 miles in all. It included the demarcation for the first time of forests for reservation in the Khondmals, which removed a long standing necessity dating from the time when the area was under

the Government of Bengal. During the year the working plan for Russelkonda Division was completed and working schemes were framed for the forests of the Parlakimedi Division and for some blocks in the Balliguda Division. The cyclone on the 9th and 10th of October 1938 exacted a heavy toll from the teak plantations in Puri with the result that much of the improvements done in 30 years was wiped out in a single night. The total area in which thinnings were carried out increased to 10,967 acres, as compared with 1937-38. Layering experiments were made in the Balukhanda casuarina plantation of the Puri Division but the results were far from encouraging.

The area of reserved forests under the management of the Forest Department, which was 1,401 square miles in 1936-37, remained practically the same during the two subsequent years. In 1937-38, however, there was a net increase of 1,268 acres, mainly due to the inclusion of 1,247 acres of river-bed areas in the Sambalpur and the Barapahar Divisions. There was no change in the area of 7 square miles of reserved forests under private management The total area of reserved land under the management of the Forest Department rose to 381 square miles in 1938-39 from 379 square miles in the two preceding years. The total area of 209 square miles of demarcated protected forests did not undergo any substantial change during these three years.

An area of 4,552 acres representing the Killa Dalijora forest in the district of Cuttack was finally settled and notified as reserved forest during the year 1936-37.

**Finance.**

As regards the financial position of the Forest Department, which is not run on commercial lines, it was unlikely that the forest revenue should show any appreciable surplus for many years to come. Large concessions given to cultivators in the shape of all-round reduction of grazing fees, the immaturity or inaccessibility of many of the forests, the lack of local industrial centres and the necessity for further capital outlay, particularly in respect of forest reservation in the Agency tracts, have been assigned as reasons for the stunted growth of the forest revenue. The unsatisfactory financial condition is told by the statistics given below :—

| | Revenue. | Expenditure. | Surplus or deficit. |
|---|---|---|---|
| | Rs. | Rs. | Rs. |
| 1936-37 ... | 4,28,300 | 4,37,955 | —9,655 |
| 1937-38 ... | 4,29,086 | *4,18,966 | +10,120 |
| 1938-39 ... | 6,36,814 | 6,43,851 | —7,037 |

* Excludes a grant of Rs, 13,026 on account of pension contributions wrongly debited to Forest Department.

Of the total revenue 68 per cent and 32 per cent were realized from major forest produce and from minor forest produce respectively in 1936-37; 67 per cent and 33 per cent in 1937-38; while the percentages were 51 and 49 in 1938-39.

Of the total expenditure 73 per cent and 26 per cent were spent on 'establishment' and 'conservancy work' respectively in 1936-37; the percentages were 74 and 24 in 1937-38, and 54 and 45 in 1938-39.

The expenditure on the management of State forests fell from Rs. 1,10,337 in 1936-37 to Rs. 95,388 in the following year; it rose to Rs 2,82,383 in 1938-39. The increase in 1938-39 was mainly due to the inclusion of free grants and concessions borne by the Forest Department.

It was decided in that year that the amount of free concessions granted should be exhibited in the budget both in the receipt and expenditure side with a view to give the Assembly an opportunity to judge the extent to which Government commit themselves to the grant of such concessions. The propriety of showing these concessions in the budget is, however, under the consideration of Government.

**Research work.**

The Forest Department undertook research work under four main heads: (1) natural regeneration of Sal and teak, (2) nursery work, (3) artificial regeneration, and (4) reclamation and afforestation. The most important problem is that of Sal regeneration in the Mal forests of Puri Division, where experiments were carried out in a series of plots during the triennial period. Two of these sample plots which were laid out to ascertain how to obtain the natural regeneration of Sal were abandoned in 1938-39 as the treatments prescribed were considered to be impracticable on application on a large scale. The experiments, which were continued in the remaining plots with slight alteration in the technique, indicate that the annual burning over a sufficiently long period may solve the problem of getting natural Sal regeneration in the experimental area.

A few experiments were undertaken in the 'Plains' Sal Timber Working Circle of Chatrapur Division and in the old Sal coppice forests of Balliguda Division in order to test the effect of annual early burning, as compared with complete protection for four years followed by a late fire every 5th year.

Investigations carried out in Ankula teak plantation in Puri Division with the object of increasing the natural regeneration of teak are reported to be yielding good results. Some plots were

laid out in Rajin Compartment No. 11 of Puri Division in order to test the effect of early burning of natural regeneration of teak in the wet coastal ever-green forests, but the cyclone in October 1938 seriously damaged the plots. Although teak flowered in several plantations in Angul Division, natural regeneration was noticed at the oldest plantation at Bochandrabhogra but the seedlings were not healthy.

The efforts of the Forest Department to raise teak stumps in dry rab nurseries in Angul Division were attended with success. The 'Dona' system of raising nursery seedlings was continued in several divisions with varying success.

Experimental rab sowings of many important species were carried out in several divisions. Successful results were obtained in Sambalpur and Barapahar Divisions; in other divisions owing to faulty technique or adverse climatic factors results were not so good.

Experiments in the afforestation of any barren soils and abandoned paddy fields were continued in Sambalpur and Barapahar Divisions with more encouraging success than formerly.

On the whole, the amount of silvicultural research work is steadily increasing and there are indications that its value and importance are being increasingly realised.

**Commercial activities.**

The supply of laurel wood from Angul to London continued during the years 1936-37 and 1938-39. In the first year two consignments of laurel wood consisting of 50 logs were sold to the Timber Adviser to the High Commissioner for India, London. In 1938-39 four such consignments aggregating to 3,266 c.f. were despatched by the Department from Angul Division to the High Commissioner. One of the two logs sent, after the close of the year 1936-37, under first contract, to the Timber Adviser, was reported to be of exceptionally fine quality. It is expected that the growing demand for this valuable wood in London market will greatly enhance its commercial importance. Samples of timber were supplied from Angul Division to the Orissa Engineering School, a furniture company and toy-making businesses in Cuttack and the Salvation Army in Angul. Match wood also continued to be supplied from this division to the Talcher Match Works.

The bamboo forests of Angul continued to supply materials for the manufacture of paper pulp. In Angul Division Messrs. Heilgers & Co. hold a long-term lease of most of the bamboo areas of reserved forests and also worked in other areas in some

protected forests for the same purpose. A long-term lease of bamboo forests in Sambalpur and Barpahar Divisions was granted to the Orient Paper Mill Company. Another important forest product used for manufacture of paper-pulp is Sabai grass for which a three-year lease was sanctioned in the Sambalpur and Angul Divisions in 1938-39, and a lease for the same term in the Russelkonda Division sanctioned in 1937-38 was continued. In other divisions bamboo was disposed of by auction sale.

For utilisation of Kendu leaves, a minor forest product of some commercial importance used for the manufacture of Biris, a five-year lease in Angul Division and a three-year lease in the Sambalpur and Barapahar Divisions continued in force in 1938-39. In the same year a lease for five years was also given in the Balliguda Division. Broom grass which figures as an important product in the Balliguda Division yielded Rs. 2,225 during the year 1938-39.

Bamboo-floating experiments in the Badanadi and Rushikulya rivers in the Ganjam district proved a failure owing to lack of sufficient water. The Orient Paper Mill Company are floating bamboos from the Barapahar Division down the Mahanadi ; this has been made possible by the removal of rocks and dangerous rapids.

The Public Works Department purchased an ascue treatment plant for use on the new Koraput-Rayaghada Road. In order to stimulate the consumption of local timber, Government, towards the close of the year 1937-38, issued orders to all its Departments and institutions to give preference to local timbers in all work for which timber is required.

Lac cultivation experiments in Jhankerbahali lac orchard in Sambalpur Division were unsuccessful. For the first time in 1938-39 a few Kusum trees were pruned in Balliguda and Parlakimedi Divisions for experimental infection with lac.

The possibility of growing fruit trees in reserved forests was investigated in several divisions but the scheme was abandoned on account of practical difficulties.

It is reported that efforts for Sandal wood plantation in Orissa are likely in general to prove unsuccessful. The experiment of sowing Sandal wood along the roads or boundaries in tracts where local conditions appear more favourable has been undertaken in the Parlakimedi Division.

At the instance of the Director of Development, Orissa, it was decided to try, as an experimental measure, the raising of some medicinal plants, such as Ipecacuanha and Chalmugura, in Orissa forests.

In 1938-39 enquiries with regard to the utilisation of different kinds of wood and bamboo for industrial purposes were received from several Departments of Government and private companies and were duly attended to by the Forest Department.

The above record shows that the Department is taking active measures to develop its commercial side, which is of vital importance in expanding the forest revenue, and is making efforts to stimulate the growth of industries which utilise forest products.

**Forest offences.**

The number of forest offences rose from 3,625 in 1936-37 to 3,670 in 1937-38 and further to 4,004 in 1938-39. The increase was mainly due to offences of 'unauthorised felling'. Offences of 'unauthorised grazing' have shown some decline, which is attributed to the reduction in grazing fees sanctioned by Government. Further decrease in the offences under this head is expected as the grazing fees are now very low. It is reported that the extension of the system of granting rewards to subordinates has helped not only towards minimising corruption among the lower subordinates but towards detection and reporting of more forest offences.

Some decrease was noticed in the amounts of compounding fees realized during the three years under review. Rs. 13,297 was realized as compounding fee in 3,068 cases in 1936-37; Rs. 13,231 in 3,337 cases in 1937-38 and Rs. 12,278 in 3,168 cases in 1938-39.

**Fire protection.**

Special care has been taken to protect the forest tracts from damage by fire. In 1936-37, 165 cases of fire burning in an area of 113,165 acres of forest occurred; the number came down to 130 affecting an area of 64,045 in 1937-38, while in 1938-39 it was 136 damaging an area of 64,668 acres.

The total area of forest tracts actually protected from fire fell from 737,063 acres in 1936-37 to 665,467 in 1937-38, but again rose to 872,783 in 1938-39.

**Protection from cattle.**

Percentages of forest area open and closed to grazing were 80 and 20 in 1938-39 against 46 and 54 in the two preceding years, which showed no variation.

The average revenue collected from grazing fees and sale of fodder grass amounted to Rs. 17,977 during the three years under review; a conspicuous fall in the revenue amounting to Rs. 13,995 was noticed in 1938-39. The decrease may be attributed to the uniform reduction in the rate of grazing fee.

**Forest education.**

It is reported that the Forest service is not popular in this province and there is a dearth of qualified candidates even for training. One candidate was deputed at Government cost to Dehra Dun for training at the Superior Forest Service Course during 1938-39. One Ranger joined the Forest Department after completion of his training at Dehra Dun. Two more candidates for the Forest Rangers' Course of 1939-41 were deputed for training at Dehra Dun at Government cost. The four Forester students who were deputed for the 1937-38 course at the Eastern States Forest School passed out successfully and three more Foresters were deputed during the year 1938-39 for the 1938-39 course. Arrangements have been made in the Puri Division for imparting training to forest guards.

**Miscellaneous.**

The Committee appointed by the Government to enquire into the defects of forest administration in the Puri Division and grievances of the Khurda tenants submitted their report which is now under the consideration of Government.

The question of formation of a Provincial Fodder and Grazing Committee in Orissa, on the lines of that in the United Provinces, is under correspondence with the Director of Development of Orissa.

Captain H. Trotter, the Forest Utilisation Officer, visited Cuttack in 1938 and gave advice on the erection by a private firm of a seasoning kiln and other projects for development. As a decision about the site for the new capital of Orissa has not yet materialised, the project of erecting a kiln has been kept pending.

**Administration.**

For administration purposes, the work of the Public Works Department was divided into two main sections, (1) Roads and Buildings, and (2) Irrigation. Both the branches are in the administrative charge of one officer carrying the designation of the Chief Engineer and the Secretary to Government in the Public Works Department. He also functioned as the Superintending Engineer for Ganjam, Koraput, Capital Construction and the Project Divisions, while the Superintending Engineer of Orissa Circle was in charge of five Divisions including the temporary Flood and Drainage Division. The Department has been working from the very beginning with

a shortage of I. S. E. officers owing to the stoppage of recruitment. Disparity in rules and procedure prevailing in the two important parts of the province put a handicap on the smooth administration of the Department.

**Irrigation.**

Much of Orissa depends, for raising and reaping a satisfactory crop from the land, on control of the water, which a usually plentiful rainfall gives to the province and to the catchment areas of the rivers. This control has to be exercised, as far as it can be, first by way of irrigation, and second by way of drainage including the protection afforded by embankments. There are fundamentally different systems of irrigation in the province. According to the North Orissa canal system all irrigation works are under the administrative control of the Public Works Department, including assessment and collection of the irrigation revenues, and the supply of canal water is made on a contract system popularly called as "Kabuliyat" which primarily depends on the volition of cultivators. In South Orissa the Public Works Department is in charge of supply of water and maintenance of canals while the assessment and collection are vested in the Revenue Authority. The cultivator is bound to pay for the supply of water, because the assessment on the land includes such a charge, where the circumstances warrant it. It has not yet been found feasible to unify the two divergent systems.

The canal system in North Orissa not only serves the purpose of irrigating the cultivators' fields but also protects large tracts of the country from floods. They were originally intended also for navigation and for opening an inland route from Cuttack to Calcutta. But with the opening of the railway all hopes of making the canal system a paying concern had to be abandoned. The canals are now used mainly for irrigation purposes and little for navigation. On the other hand the Rushikulya system in Ganjam has never been navigable. Both the main canal systems in North Orissa and in South Orissa have been classed as unproductive as none of them produces a net revenue sufficient to cover the interest charges on the capital outlay.

The total receipts from canal system in the province amounted to Rs. 10,59,573 in 1936-37, but declined to Rs. 9,33,674 next year and to Rs. 8,85,008 in 1938-39, while the total working expenses during the period came to Rs. 6,72,390, Rs. 7,65,334 and Rs. 7,75,645 respectively excluding interest charges.

The main canals (the Mahanadi and the Baitarani series) in North Orissa comprise a length of 199 miles open for irrigation and navigation, 75 miles open for irrigation only and 1,302 miles of distributary. The expenditure on repairs and maintenance

amounted to Rs. 2,58,641 in 1938-39 as compared with Rs. 1,98,294 and Rs. 2,46,664 in the two previous years. The total area irrigated under kharif and Rabi stood at 204,483 acres in 1938-39 as against 202,552 acres in 1936-37 and 194,702 next year. The average irrigated area under rabi was approximately 2,000 acres during the triennial period. The total demand decreased from Rs. 5,73,795 in 1936-37 to Rs. 5,51,955 next year and further to Rs. 4,13,284 in 1938-39 while the total collections registered were Rs. 5,67,551, Rs. 5,46,877 and Rs. 4,10,054 respectively during the triennial period. The year 1938-39 recorded an appreciable fall in the income from water rates which was due to their reduction by 25 per cent. Although the water rates now prevailing in the North Orissa canals are decidedly low as compared with the rates in other provinces in India, the cultivators are slow to appreciate the economic benefits of canal water, which is considered as nothing more than an insurance in years of drought and an unnecessary luxury in years of copious and seasonal rainfall.

Under the Rushikulya system a length of 98 miles of main canal and 230 miles of distributary were in operation during the triennial period. The total area irrigated was 112,054 acres in 1936-37 which decreased to 107,475 acres next year and to 106,338 acres in 1938-39. A sum of Rs. 1,85,798 was collected in 1938-39 against Rs. 1,59,069 on account of water rates in the preceding year.

The following table will show at a glance the deterioration of the navigation receipts from North Orissa canals during the last five years:—

| | Rs. |
|---|---|
| 1934-35 ... ... ... | 65,968 |
| 1935-36 ... ... ... | 69,246 |
| 1936-37 ... ... ... | 62,465 |
| 1937-38 ... ... ... | 56,276 |
| 1938-39 ... ... ... | 60,216 |

The Orissa coast canal is now in a moribund condition and some of its ranges have been abandoned, leaving only 9 miles in operation. That the canal has been working at a dead loss will be manifest from the quinquennial statistics given below:—

| | Total earnings. Rs. | Total working expenses. Rs. |
|---|---|---|
| 1934-35 ... | 6,948 ... | 15,125 |
| 1935-36 ... | 20,918 ... | 7,384 |
| 1936-37 ... | 7,112 ... | 10,416 |
| 1937-38 ... | 7,996 ... | 8,299 |
| 1938-39 ... | 7,669 ... | 8,765 |

With a view to increasing facilities for irrigation a special irrigation project section was started in 1938 which was subsequently raised to the status of a special irrigation division with headquarters at Cuttack. Two subdivisions under it, one at Ganjam and the other at Angul, took up the investigation of silted-up tanks, and some irrigation projects, and have so far confined their activities to survey and preparation of maps, plans and estimates. It is hoped that these schemes, when materialised, will be of considerable help to the agriculturists.

**Embankments.**

The problem of embankments is confined chiefly to the three North Orissa coastal districts, namely, Cuttack, Puri and Balasore and is not important in other parts of the province. Apart from the flood embankments constructed in connection with the main canals in North Orissa there is a long series of protective embankments in the various parts of these three districts, their main purpose being to confine the capricious streams within their banks or to protect the low-lying tracts against the risk of floods. The total length of these embankments maintained by Government remained almost unchanged at about 545 miles in 1938-39. The total expenditure on new works and repairs of the embankments, however, rose from Rs. 1,15,249 in 1936-37, to Rs. 1,88,092 next year, while it stood at Rs. 1,72,230 in 1938-39.

**Floods.**

During the season 1936 floods in the rivers were fortunately normal. There were no breaches nor serious damages to embankments except a few minor scours. The exceptionally high flood in the Mahanadi river which came in the first week of August 1937 caused a number of breaches and of scours in the embankments which entailed heavy expenditure by Government. On the 7th August 1937 the Mahanadi gauge at Jobra, above the anicut, recorded 75·35 feet as compared with the maximum record of 75·95 feet in 1892. The Kathjuri rose to 27·75 feet at the Bellevue gauge, as compared with the highest level recorded at 27·85 feet in 1933. The floods in the Brahmini and other rivers were moderate. Construction of a causeway in the sixty-first mile of the Orissa Trunk Road for protection of the Bhadrak town, raising and strengthening of embankment no. 37-B Birupa right, strengthening of embankment no. 83-B Kathjuri left and packing rubble and extending revetment on it, construction of works for the conservancy of the river Brahmini from Jenapur to the end of Gopalpur embankment, and deepening by 1½ feet the central 200 feet width of the channel cut from the Sur lake to the sea, were among the important works taken up as protective measures during the years 1937-38 and 1938-39.

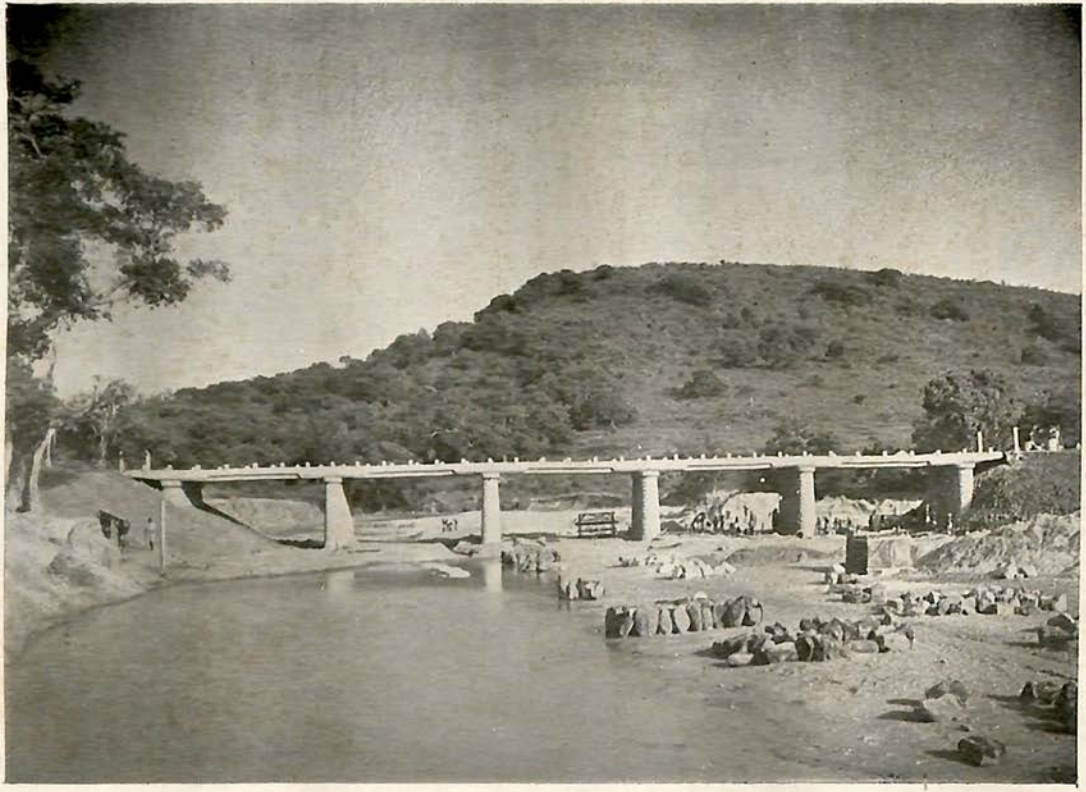
**Flood Advisory Committee.**

The heavy floods of 1937 in the deltaic tracts of North Orissa brought the flood problem once again into prominence and led the Provincial into Government to seek the advice of the eminent Engineer, Sir M. Visvesvarayya, who was good enough to lend his services free of cost. He made certain recommendations for framing a comprehensive plan for dealing with it. In accordance with his recommendations the Orissa Flood Advisory Committee composed of three expert Engineers including the Chief Engineer of Orissa was appointed in 1938. The committee held their first meeting from the 16th to the 23rd August 1938, and in January 1939 made extensive tours in the flood-affected parts and submitted an interim report which has been published. A special flood drainage division was created at an annual cost of Rs. 45,000 for the purpose of collecting data and co-ordinating information on the rivers and embankments. The activities of this division have given valuable assistance to the Flood Advisory Committee, whose final recommendations are still awaited.

Gratitude is due to Professor P. C. Mahalanobis of the Presidency College, Calcutta, for his deep interest in the solution of flood problems in Orissa, his exhaustive study of floods and rainfall, and for giving flood forecast formulae which have been embodied in a comprehensive report now in the press.

**Communications.**

In accordance with the announcement made by the Government in May 1936 a Provincial Road Board was constituted and its first meeting was held on the 12th September 1936. It recommended six projects, namely, (1) the construction of a bridge over the Monaguni river on the Orissa Trunk Road, (2) improvements to the Bhadrak-Chandbali Road, (3) construction of an all-weather road from Balliguda to Muniguda, (4) construction of a bridge over the Daya river between Khurda and Pipli, (5) bridging the big Ganda Nala with other improvements on the Chorda-Sukinda Road connecting Sukinda with Jajpur Road Railway Station, and (6) construction of a fully bridged road connecting the Cuttack-Sambalpur Road with the Orissa Trunk Road. Of these projects the construction of a bridge over the Monaguni river which was financed by the Government of India from the annual subvention at an estimated cost of Rs. 57,260 has since been completed. The bridge has set up through communication from Cuttack to Ganjam which is most essential for administrative convenience. The approval of the Government of India to the project of improvements to the Bhadrak-Chandbali Road at an estimated cost of Rs. 6,50,000 from the Reserve in the Road Development Account was received and the work is now in progress.



**Bridge over the river Monaguni in the district of Puri.**

**Reinforced concrete bridge crossing the Burrah river near Jajpur in the district of Cuttack.**

Grants from the Reserve in the Road Development Accounts were made for the six major projects, viz., (1) construction of a bridge over the Burrah river in the district of Cuttack (Rs. 4,09,900); (2) construction of a bridged moorum road from Sohela to Nawapara (Rs. 4,66,000); (3) construction of a similar road from Koraput to Rayaghada (Rs. 3,80,000); (4) construction of a bridge over the Malti river (Rs. 69,000); and (5) improvements to the Rairakhol section of the Cuttack-Sambalpur Road (Rs. 3,25,000). The Burrah bridge project has since been completed and it is the largest road bridge in Orissa. It has opened through communication between the Jajpur Road Railway Station and the Jajpur town and has removed a long-felt want of the public. The construction of the Malti bridge has also been completed except for the approaches. The three remaining projects are in progress.

At its first meeting the Provincial Road Board decided to prepare a comprehensive scheme of road development and to consult the local bodies regarding their requirements. Proposals of road development at a total cost of about Rs. 30,00,000 have been received from all the district boards in the province and are under examination by a special Road Development Engineer temporarily appointed for the purpose.

The Public Works Department maintained a total length of 1,452 miles of roads comprising 972 miles metalled and 480 miles unmetalled. The total length of metalled and unmetalled roads maintained by the local authorities was 1,276 miles and 2,263 miles respectively. The total expenditure on communications amounted to Rs. 11,90,263 in 1938-39 out of which Rs. 4,97,677 was spent on original works and Rs. 6,92,586 on repairs as compared with Rs. 9,09,065 in the preceding year out of which Rs. 2,31,015 was spent on original works and Rs. 6,78,050 on repairs.

**Capital Construction Works.**

The choice of the site for the capital of Orissa was deferred until the Legislative Assembly could have an opportunity of expressing an opinion on it. In the meantime possible site at Cuttack near Barang, at Naraj and at Rangailunda (near Berhampur) were examined by the Jones Committee appointed by the Government of India. That committee recommended Rangailunda, but the Advisory Council in October 1936 were strongly against that choice, a view confirmed later by the Legislative Assembly. The Ministry appointed the Dain Committee to examine the possibilities of Chaudwar (near Cuttack) and Puri. The Legislative Assembly at the end of September 1937, after considering the two reports, voted in favour of Cuttack-*cum*-Chaudwar. The decision required, at any rate within a reasonable

period of time, the building of a road bridge across the main Mahanadi river, a project which would cost something between 20 and 30 lakhs. In the absence of any outside help, the sum was considered to be far beyond the present resources of the province, and consequently no further steps were taken to start building the capital in the period under review, except a further examination of the Tulsipur site in Cuttack as a possible site for Government House. This examination made it clear that very expensive foundation would be needed.

There were two other main projects for which the grant was made from Central Revenue for supplying the new Province with essential buildings; the creation of a new district headquarters at Koraput and of a new subdivisional headquarters at Nawapara in Sambalpur district. Much progress was made in the first, but progress in the second was slowed down by the difficulty in deciding on the layout and by attempts to secure minor economics.

The sum assigned to Orissa by the Government of India, under the terms of Niemeyer award, was Rs. 15 lakhs payable in five annual instalments in addition to 27½ lakhs set apart from central funds in 1935. Of this Rs. 30,32,017 was still available on 1st April 1939.

## CHAPTER X.

### Agriculture, Livestock and Co-operation.

**Administration.**

On the creation of the province the Department was put under the charge of the Revenue Commissioner. On the 20th November 1936 the administration was taken over by the Director of Development. The Deputy Director of Agriculture, South Bihar Range, was transferred to Orissa and was appointed as Deputy Director of Agriculture of the province. As there was no agricultural staff in the areas transferred from Madras and the Central Provinces, one Overseer was posted in the district of Ganjam and another at Nawapara in the district of Sambalpur. One Junior Marketing Officer was appointed in 1937-38 to work in the joint Bihar and Orissa marketing scheme for Orissa under the supervision of the Senior Marketing Officer, Bihar. In 1938-39 a Dairy Farm Manager was appointed to look after the livestock at the Cuttack farm.

**Weather conditions.**

Of the triennial period the year 1936-37 recorded the heaviest rainfall, the annual figure for the whole province being 76·39 inches as compared with 57·30 inches in 1937-38 and 55·61 inches in 1938-39. The districts of Cuttack and Puri recorded the highest annual rainfall, viz., 82·59 and 85·81 inches respectively, in 1936-37.

The pre-monsoon rainfall was above normal in all the districts except Sambalpur in 1936-37 and 1938-39 and Balasore in 1937-38. Owing to the early break of the monsoon heavy rainfall in May and June 1936 greatly interfered with the Bhadai and winter rice crops. In the early part of October 1936 a severe cyclone accompanied by heavy rain passed over the district of Cuttack causing serious damage to houses, trees and crops. The standing sugarcane and rice crops were badly affected.

At the beginning of the agricultural season of 1937-38 weather conditions were favourable. Though there was a deficiency of rainfall everywhere in the province in August 1937, heavy floods came down the rivers Mahanadi and Kathjuri in the district of Cuttack and in the rivers in the district of Puri. As a result of these high floods several breaches occurred in the embankments and the standing crops of winter rice, sugarcane and jute were greatly damaged. In September of the same year the flood reappeared and caused some damage in the flood-affected parts of the districts of Cuttack and Puri. The outturn of winter rice was somewhat affected by the deficiency of rain in October and

November 1937. Rainfall in January and February 1938 was, however, favourable to the Rabi crops. Inadequate rainfall in July 1938 in some of the districts of the province hampered the transplantation of the paddy crop. In August of the same year the rainfall was below normal except in Balasore. Owing to insufficiency of rain in the month of September 1938 in the districts of Cuttack, Puri, Balasore and Ganjam, the transplantation of winter paddy suffered. In the first fortnight of October 1938 a cyclone accompanied by heavy rain passed over the southern portion of the province with the result that the standing crops in the districts of Ganjam and Puri were adversely affected. The heavy rainfall and high flood in the river Vanshadhara damaged the paddy, the sugarcane and the groundnut crops in some taluks of the Koraput district. In the early part of 1939, some districts of the province had rainfall above the normal and some below.

On the whole, weather conditions in 1936-37 and 1937-38 were fair but in 1938-39 owing to the vagaries of the monsoon rainfall was not evenly distributed over the province.

**Cropped area.**

The total area cropped during 1936-37 with an addition for the area cropped more than once fell from 7,037,848 acres to 6,982,795 in 1937-38 and reached 7,029,090 acres in 1938-39. The total irrigated area was nearly 22 per cent of the total cropped area in 1936-37 as compared with 20 per cent and 10 per cent in the following two years.

**Important crops.**

Winter rice is the most extensively cultivated crop in the province and the area under it represents nearly 60 per cent of the total harvested area during the triennial period. 4,106,581 acres were under cultivation in 1936-37, 4,198,203 in 1937-38 and 4,174,738 in 1938-39. The outturn of the crop was 76 per cent of the normal in 1938-39 as against 87 per cent and 89 per cent in the years 1936-37 and 1937-38. The decrease in the outturn in 1938-39 was due to the unsatisfactory condition of the crop caused by unfavourable weather conditions and inadequacy of rain.

**Bhadai crops.**

The total area under different Bhadai crops was 1,736 acres in 1936-37, 1,506,744 acres in 1937-38 and 1,575,157 acres in 1938-39. Fifteen per cent of the total harvested area approximately represented the area under cultivation of autumn rice, the next important crop to winter rice in the province, during the triennial period under review. The outturn of all Bhadai crops for the province was 88 per cent of the normal in 1938-39, 84 per cent in 1937-38 and 91 per cent in 1936-37. The outturn of autumn rice reached 100 per cent in 1936-37 owing to favourable weather conditions which fell to 90 per cent in 1937-38 and further to 85 per cent in 1938-39.

**Rabi crop.**

The province is not as important as Bihar from the standpoint of 'Rabi' cultivation. The total area under the crop was 538,783 acres in 1938-39 as compared with 531,781 acres in 1937-38 and 533,451 acres in 1936-37. The area under cultivation of tobacco and gram showed a steady increase. The largest individual 'Rabi' crop of the year 1937-38 was 'Til' with an area of 123,000 acres and that of the year 1936-37 was gram with an area of 121,558 acres. On the whole, the area under 'Rabi' crop is steadily increasing.

**Sugarcane.**

The total area under sugarcane was 32,020 acres in 1938-39, 34,834 acres in 1937-38 and 31,385 acres in 1936-37. The low price of 'Gur' put a check on the expansion of the cultivation of this valuable crop. The outturn of the crop was estimated at 84 per cent of the normal in 1938-39 as against 93 per cent in 1937-38 and 82 per cent in 1936-37. In 1936-37 the district of Koraput showed the largest area under cultivation of this crop amounting to 10,215 acres.

**Jute.**

Jute is mainly grown in the district of Cuttack and to a lesser extent in Balasore. The area under the crop was given as 13,500 acres in 1936-37 and rose to 15,610 acres in 1937-38, but a survey in 1938-39 of the fields actually sown with jute indicated that this was an underestimate. On the same basis of error as was actually found to be the case in 1938-39, the area under the crop must have been 33,566 acres. The area was 24,932 acres in 1938-39. The outturn was 69 per cent of the normal in 1938-39 as compared with 68 per cent in 1937-38 and 64 per cent in 1936-37. With a view to expanding the cultivation of jute in irrigated areas in the district of Cuttack, Government have recently reduced the water-rate of Rs. 2 per acre to Re. 0-8-0 an acre and it is hoped that the cultivators will appreciate the concession and increase the cultivation of the crop.

**Castor.**

Castor is chiefly grown in South Orissa and in the district of Cuttack. The area under the crop was estimated at 20,654 acres in 1938-39 as compared with 20,289 acres in 1937-38 and 24,862 acres in 1936-37. The estimated outturn of the crop was 72 per cent of the normal in years 1936-37 and 1938-39 as against 78 per cent in 1937-38.

**Food stock and condition of the agricultural population.**

During the triennial period the stock of food grain in the province was generally sufficient. As the year 1936-37 did not witness any serious vicissitudes of season the condition of staple crops was good and the general condition of agriculturists was, on the whole, satisfactory. In 1937-38 and

1938-39 it continued to be normal except in some flood-affected parts of the districts of Cuttack and Puri where gratuitous relief had to be given for some months of the year. Unprecedented flood in the Gunupur taluk of the district of Koraput greatly affected the condition of the people as well as of the crop. Government and the Koraput Agency district board had to provide relief to the people of the affected area. Some parts of the district of Ganjam were also adversely affected by the cyclone in October 1938 as a result of which the main rice crop failed and remission of rent was sanctioned by Government in cases where the outturn was four annas or less. "

Labour was available and wages were normal during the period under review. In the districts of Puri, Balasore and Ganjam labourers being attracted by higher wages continued to migrate to Calcutta, Jamshedpur and Rangoon. Emigration to the tea-growing tracts of Assam also continued, mainly from the district of Koraput.

The harvest price of winter and autumn rice was almost stationary in the years 1937-38 and 1938-39 throughout the province except in the district of Koraput where the price of winter rice rose by 11 per cent in 1938-39. In the last week of March 1939 coarse rice sold at 16·77 seers a rupee in North Orissa as against 19·24 seers a rupee in the last week of March 1938 and 17·24 seers a rupee in the corresponding period of 1937. In South Orissa the selling price of rice was 13·26 seers, 13·20 seers and 12·77 seers in the last weeks of March 1937, 1938 and 1939 respectively.

**Flood Relief.**

The Agricultural Department carried out a survey of the tracts in the Cuttack and Puri districts affected by flood in August 1937 and estimated the areas which could grow Rabi crops. It was decided by Government that Biri and Kulthi seeds should be supplied to the cultivators in these areas owning less than 2½ acres of land. Advances amounting to Rs. 22,000 were sanctioned for the purchase and distribution of seeds. The work of distribution was carried out by the subordinate staff of the Agricultural Department under the control of the District Officers.

**Farms.**

The establishment of farms at Pottangi in the district of Koraput and at G. Udaigiri in the district of Ganjam increased the number of farms from 8 to 10 in 1938-39. The farm at Pottangi, which is nearly 3,125 feet above sea level, is chiefly intended for investigating the possibilities for growing the ordinary English and Mediterranean fruits and plants. In this farm plants of Batavian and Darjeeling

oranges and grape-fruits have been grown. The G. Udaigiri farm is located in the Ganjam Agency tracts at an elevation of about 2,000 feet. It was started mainly for the purpose of encouraging the aboriginal Khonds to grow vegetables and fruits, of raising vegetable seeds for the province and of experimenting on the cultivation and curing of turmeric.

The Puri farm was originally started with the object of experimenting upon the cultivation of the cocoanut palm but it subsequently took up growing various fruit trees like mango, lemon, guava and oranges. The total number of cocoanut trees was 1,914 in 1938-39, 1,932 in 1937-38 and 1,937 in 1936-37. The result of eight varieties of cotton tried in this farm was not encouraging.

The Khurda farm is located in the laterite tract of the Puri district. The shallow soil is generally not suitable for the plantation of fruit trees and for cultivation of crops like potato. In 1937-38 among vegetables, Patal (Trichosanthes Dicia) throve well yielding a profit of Rs. 300 an acre.

In the farm at Angul the results of cultivation of oranges and fruits of different kinds were encouraging. About 1,000 fruit grafts were made in the farm in 1936-37 for supply to the public. The poultry section of the farm throve well. A stud bull of the Hariana breed presented by His Excellency the Governor has been stationed in the farm for the purpose of breeding.

The Sambalpur farm maintained in good condition orchards mainly consisting of citrus fruits and also carried on the cultivation of paddy, sugarcane, potato and different kinds of Rabi crops with varying results. The banana plantation of the farm yielded good results in 1937-38.

The Cuttack farm which is the chief centre of experiments, demonstrations, seed multiplication and research continued its activities for the benefit of cultivators. The expenditure on this farm was Rs. 21,601 in 1936-37, Rs. 23,864 in 1937-38 and Rs. 26,429 in 1938-39. Its net receipts amounted to Rs. 12,931, Rs. 12,334 and Rs. 13,473 respectively in these three years. The apiary which was introduced in 1937-38 did not progress well owing to unfavourable weather conditions. A poultry section was maintained in the farm chiefly with a pure flock of Leghorns and Chittagong cocks and hens. In the dairy section the farm maintained a pure breed of Hariana cows, twenty young Hariana bulls and six Murrah he-buffaloes for the Utkal Gomangal Samiti at the Samiti's expense and a pedigree bull from Hissar. The sheep-rearing section which was started in 1937-38 maintained thirty selected ewes of woolly type, one selected local ram and five Bikaner

farms. In 1937-38, 122,800 seeds of Parlakimedi orange were sown in this farm for raising seedlings for sale. The cultivation of some important medicinal plants was tried in a small area with somewhat infructuous results.

The farm continued to maintain its orchards of various fruit plants and its vegetable garden and derived a sum of Rs. 6,167 from sale-proceeds in 1938-39.

The cultivation of 65 varieties of sugarcane and several varieties of paddy was taken up in 1938-39. Co. 421 variety of sugarcane was found superior to all the other varieties tried during this year. The highest yield of paddy grown in this farm was 42 maunds an acre obtained in 1938-39.

Kujang and Aul farms situated in the flood-affected parts of the district of Cuttack continued to grow flood-resisting patterns of paddy and sugarcane. Vegetables did not thrive well in these two farms.

In the Balia farm goat farming on a small scale was started in 1936-37 with local ewes and a billy goat from Madras. The introduction of the South India goat having proved a failure, it was decided to build up a herd with a local type of goat by process of selection.

A new scheme of extensive work in the sphere of subsidised farms which was sanctioned by Government in 1937-38 came into operation in 1938-39 and 27 subsidised farms were opened in five districts of the province except Koraput. It is reported that the real agriculturists did not take advantage of the scheme but others to whom agriculture was a subsidiary interest offered to undertake the experiment. Also various other difficulties have been reported to be existing in the way of making the scheme successful.

**Agricultural marketings.**

During the period under report, the province of Orissa had no separate marketing organisation of its own, although the importance of agricultural marketing for the welfare of the agriculturists is now so well recognised. Since the inauguration of the province the marketing organisation continued joint with Bihar and worked under the guidance and advice of the marketing officers of Bihar. An additional staff consisting of one Junior Marketing Officer, one clerk, a peon was sanctioned during the year 1937-38. In 1936-37 the activities of the marketing staff were confined to the survey of some important commodities (cattle, hides and skins, weights and measures, sheep, goat, butter, ghee, wool, hair, cocoanut, potatoes, mangoes, rice, barley, gram and maize) and to the submission to the Marketing Adviser of the Government of India of reports on commodities like rice, cattle, milk, bananas, hides and

**Flood-resistant paddy at Kujang Farm in the district of Cuttack.**

skins. In 1937-38 reports on the commodities, cocoanuts, potatoes, sheep and goats were submitted, followed by combined reports for Bihar and Orissa on markets, hats, fairs and co-operative marketing. In 1938-39 the activities consisted of survey of a number of commodities with detailed reports on the marketing of mustard, rope and jute and skeleton reports on turmeric, Chilka fish, gur, rice and weights and measures.

The number of enquiries made from the public and commercial bodies indicate the necessity for standardisation of weights and measures, the regulation of markets and market charges, the standardisation of agricultural commodities and the dissemination of up-to-date news and information about prices of agricultural produce in important markets.

**Agricultural Education.**

In the absence of any agricultural institution in the province persons of the cultivator class were given useful practical training in agriculture through different farms. Twenty students were trained in 1936-37; 30 in 1937-38 and 42 in 1938-39. Four students were awarded a stipend of Rs. 40 each in 1938-39 in order to enable them to prosecute their studies in the Agricultural Colleges at Nagpur and Coimbatore. A stipend of Rs. 25 a month was awarded to a student for one year's training in the Diploma course of poultry farming at the institute of the United Provinces Poultry Association, Lucknow. For specialising in agricultural chemistry a stipend of Rs. 75 a month was awarded to a student of chemistry which enabled him to join the Indian Agricultural Research Institute at Delhi. One officer was deputed for further studies to the School of Agriculture, Cambridge, with an annual stipend of £ 300 for three years. One student of the province who was staying in England after having passed the B.Sc. course in Agriculture of the Durham University was given a stipend of £ 100 a year for two years for training in horticulture at the University of Bristol. Besides these educational activities the department took up the training of some Veterinary Assistant Surgeons in animal husbandry work and of some students in the stockman course during 1938-39. In spite of all these facilities so far provided by Government for training, agricultural education appears to fall much below the requirements of a predominantly agricultural province like Orissa to which this branch of education is of so vital importance.

**Research and Experimental work.**

A separate rice research scheme was sanctioned for the province by the Imperial Council of Agricultural Research at a cost of Rs. 70,500 for three years. The scheme was brought into operation in 1937-38. The agricultural farm at Cuttack

became the main station of research and two sub-stations were opened, viz., one at Berhampur and the other at Jeypore in the district of Koraput, the latter owing to the munificence of the Maharaja of Jeypore who provided land free of cost and contributed half the total expenditure of the sub-station. At the Cuttack station the selection of flood-resistant and salt-resistant types of paddy was carried out under natural conditions in the flooded tracts of Kujang and five types of flood-resisting paddy stood the test in these tracts well. Work on Dalua (Summer paddy) was carried out at Puri and five qualities of winter Aman paddy was tried out in Sambalpur. ,,, As a result of the rice research at the Cuttack station a medium grained fine paddy of medium maturity was evolved. This variety was given trial at various places and was found capable of giving uniformly good performance over a large area. The salt-resistant variety of paddy also gave a very good performance and was available for distribution. Experiments were conducted with a view to evolving a drought-resistant type of paddy for the Ganjam district but with no conclusive result. Satisfactory progress was made at the Berhampur and the Jeypore sub stations in selecting high yielding strains of paddy.

Physiological experiments with a view to generating resistance to flood and salt in the ordinary varieties of paddy with pre-sowing treatments were conducted in the Ravenshaw College Botanical Laboratory. Cheap methods of speedy germination of seeds by smoke and by removal of husk were also evolved by the physiological section.' The results of work conducted by the Research section of the Department are, on the whole, promising.

The central farm at Cuttack continued on the usual lines experimentation on a variety of crops, the chief being paddy, sugarcane, tobacco, potato and cotton. Variety trials were chiefly made with the Aman and the Dahia series of paddy with promising results; but most of the manurial trials which were conducted on Dahia paddy, on Rabi crops like Mung, Kulthi and on sugarcane did not show any significant result.

With the help of a grant of Rs. 10,000 from the Sugar Excise Fund of the Government of India a scheme for the general improvement of cane cultivation was brought into operation in 1937-38. The sugarcane-growing tracts of the province were divided into four important centres, viz., Rayaghada, Aska, Banki and Bargarh where the economical use of manures, the advantages of improved implements and improved methods of cultivation of sugarcane and of manufacture of Gur were taught to the cultivators by practical demonstration with the help of departmental overseers and kamdars.

Potato storage experiments were carried on at Cuttack, G. Udaigiri and Jeypore stations with encouraging results. The cultivation of the Virginia type of cigarette tobacco was tried at the Cuttack farm with some success. Eighty varieties of cotton were tried in the Government farm but the results were not yet conclusive except in the case of one variety—Co. 2.

Besides various experiments with important crops, fruits, vegetables and fodder crops also received their due share of attention. The raising of orange seedlings was given prominence and fruit grafts were made in the farms having orchards. For the cultivation of fodder crops the Utkal Gomangal Samiti contributed a sum of Rs. 800. A sand-flora experiment which was undertaken at the instance of His Excellency the Governor of Orissa and was started in 1936-37 in Puri with 23 local species and some exotics from England and Germany, continued during the two successive years. One creeper of the Canavalia species was found successfully to withstand the full brunt of the sea breeze unprotected by any casuarina or other screens.

The varieties of soil and uncertain climatic conditions prevailing in Orissa are great obstacles to the success of experimental work. It must not be forgotten that the results to be of any real value should be such as can be adopted by illiterate and unenterprising cultivators working with little capital and on small and scattered holdings.

**Well-boring section.**

Owing to lack of adequate staff at present consisting of four borers, one mate and one mistry very little work could be done in the well-boring section. The post of a well-boring supervisor was sanctioned in 1938-39 and with the help of this appointment better progress of work is expected. No agricultural engineering section has yet been established.

**Propaganda.**

Propaganda work was carried on by the Department through the wide distribution of leaflets in Oriya on various useful agricultural topics, mainly dealing with the activities in the various agricultural farms and also through schools and newspapers. The arrangements of taking visitors, free of charge, to the various agricultural farms twice a week which was started in 1936-37 continued. Publicity work was also carried on through agricultural shows and fairs held in different parts of the province in which the Department invariably took active part. At the Banki industrial and agricultural exhibition held in 1936-37 the demonstration of a model cultivator's holding on one tenth of an acre attracted considerable attention. As usual, the Department participated in the annual exhibition

held in connection with the commemoration day of the Ravenshaw College. Combined agricultural and cattle shows in which well-bred cattle, farm produce, good varieties of crop and manures were exhibited were very successful and highly appreciated by the public. Seeds and manures were supplied free of cost to the cultivators for conducting demonstrations in their own fields with the help of departmental overseers and kamdars.

With a view to giving further publicity to agricultural activities demonstrations of improved varieties of crop, vegetable and fodder grass were made on cultivator's fields in a large number of villages in 1938-39. Demonstrations were given in the correct methods of preserving manures, making silage and compost pits. Increase in the number of demonstrations from 5,800 in 1937-38 to 9,000 in 1938-39 testifies to their growing appreciation by cultivators which is further manifest from the marked extension of areas under cultivation of improved crops consisting of sugarcane, groundnut, Dahia and a few other varieties of paddy, onions and other vegetables disclosed by the comparative statistical informations of 1937-38 and 1938-39.

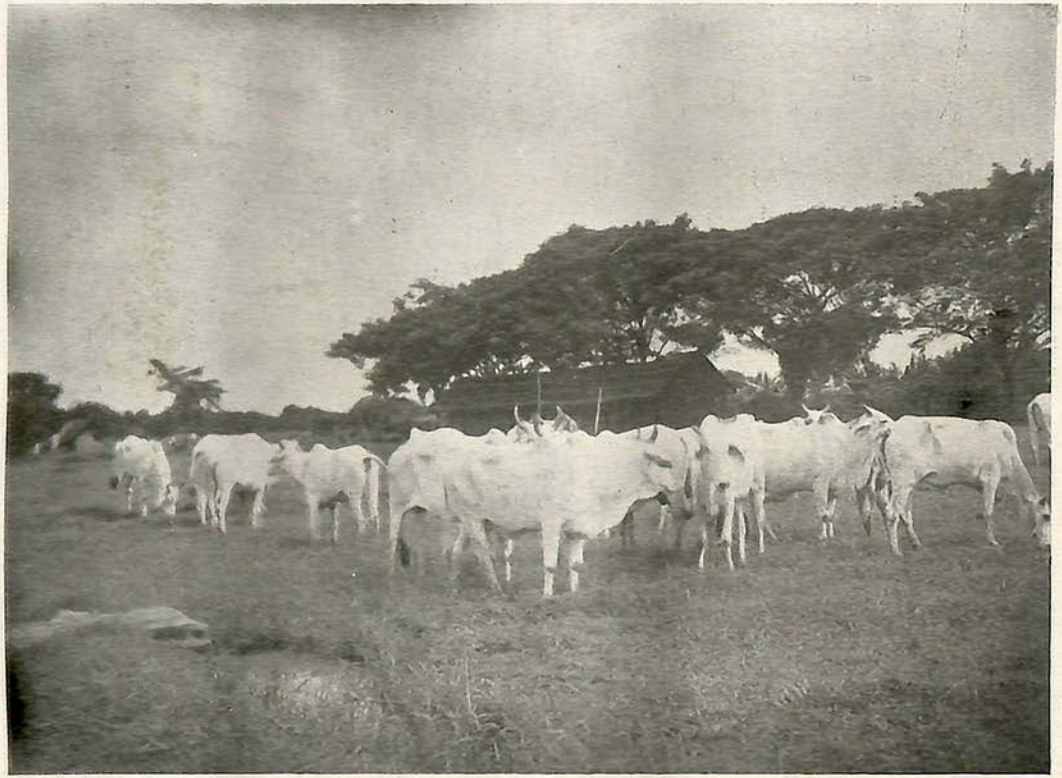
**Finance.**

The actual expenditure in 1936-37 amounted to Rs. 1,02,194; it rose to Rs. 1,60,840 in 1937-38 and further to Rs. 2,24,210 in 1938-39. The average annual receipts during the triennial period amounted to Rs. 23,195. It is gratifying to find that the increasing expenditure incurred by Government has enabled the Department to expand its activities in various directions.

**Veterinary Department.**

On the inauguration of the new province of Orissa the Revenue Commissioner was placed in charge of the Veterinary Department. The Director of Development took over the administration of the Department on the 20th November 1936 when his post was created. The Assistant Director of Veterinary Services who was in charge of the old Orissa Range was vested with the powers of a Deputy Director and his jurisdiction extends over the entire province. The Assistant Director is, in fact, the technical adviser to Government in veterinary matters.

As in the case of many other Departments the administration of the Veterinary Department was at the beginning confronted with various difficulties on account of the differences in laws, rules and scales of pay prevailing in the component parts of the province. The administration of the Department has since been put on a homogeneous basis by the introduction of the Bihar and Orissa Veterinary Manual, 1924, and by fixation of a uniform scale of pay throughout the province.



**Hariana herd of cattle (Cuttack Farm).**

**Cattle diseases and their treatment.**

The number of outbreaks of contagious cattle diseases rose from 1,559 in 1936-37 to 2,043 in the following year and declined to 1,888 in 1938-39. The number of deaths was 3 882 in 1936-37; it fell to 2,752 in 1937-38 while it again rose to 3,592 in 1938-39. Rinderpest was responsible for most of the deaths.

The number of animals protected against contagious diseases rose from 138,336 in 1936-37 to 156,572 in 1937-38 and further to 206,186 in 1938-39. Increase in the number of preventive inoculations was largely due to goat tissue virus vaccination as a protection against rinderpest. The increase indicates the growing popularity of the inoculation system of protection against contagious diseases.

**Veterinary hospitals.**

The number of veterinary hospitals and dispensaries remained stationary at 8 during the period of three years under review. The number of animals treated at hospitals increased from 60,437 in 1936-37 to 66,066 in 1937-38 and further to 66,613 in 1938-39 testifying to the increasing popularity of the veterinary hospitals. The number of field veterinary dispensaries remained at 33 at the close of the year 1938-39 and the number of cases treated in these dispensaries was 34,810 in 1938-39 as compared with 26,699 and 33,397 cases in 1936-37 and 1937-38 respectively. Services rendered by the rural dispensaries appear to be appreciated by the cattle owners.

Twenty-three touring dispensaries worked in the year 1938-39 as against 22 in 1937-38 and 21 in 1936-37. The dispensaries treated 122,408 cases including castrations in 1938-39, 122,840 in the previous year and 96,432 in 1936-37. The activities of the itinerant Veterinary Assistant Surgeons were mainly confined to visiting villages where they treated cattle diseases and performed castrations. More attention is now being paid to intensive work in villages than to quantitative increase of visits.

**Livestock.**

The province has got no cattle-breeding farm under the management of the Veterinary Department. The dairy herd kept at the agricultural farm at Cuttack in charge of the Agricultural Department was enlarged in 1937-38 by an addition of 15 Hariana cows. This herd is considered as the nucleus of the future cattle farm. The Utkal Gomangal Samiti (formerly known as the Orissa Cattle-breeding Association) with which His Excellency the Governor is connected as Patron continued to do useful work for the welfare of cattle with the advice and help of the Department.

Government sanctioned the post of a manager to hold charge of the dairy herd at the agricultural farm in 1938-39. The appointment of a Live stock Officer is reported to be a necessity.

For improvement of cattle-breeding 45 stud bulls were maintained by Government and local bodies in 1938-39. The number is quite inadequate in consideration of the requirements of the province based on the population of cows. It is estimated that 14,651 approved bulls are required for the cow population at the rate of 1 per hundred cows.

For further improvement of cattle the department introduced a scheme of forming an immune belt against rinderpest around each bull centre by inoculating all cattle within the radius of five miles. It is too early to judge about the success of the scheme.

**Cattle shows.**

With a view to stimulating public interest in the improvement of cattle, vigorous attempts were made to organise cattle shows in the province with the help of Utkal Gomangal Samiti. The Veterinary Department actively participated in six shows held during 1937-38 and in thirteen shows in 1938-39. The department gave a grant of Rs. 1,500 to the Utkal Gomangal Samiti for financing cattle shows in 1937-38 and continued the same amount of contribution in 1938-39.

**Propaganda.**

With a view to disseminating veterinary knowledge the subordinate staff carried on propaganda in the course of their tours and delivered lectures with illustrations by magic lantern slides.

**Prevention of cruelty to animals.**

620 cases were prosecuted under the Cruelty to Animals Act in 1936-37 out of which 393 ended in conviction; in 1937-38 both the number of cases and of convictions showed increase to 923 and 738 while in 1938-39 the corresponding figures were 853 and 654. Useful work was done by the Society for the Prevention of Cruelty to Animals, particularly by the Ganjam branch.

**Veterinary training.**

The province has got no Veterinary College of its own and students desirous of getting training in Veterinary Science have to depend on Veterinary Colleges outside the province. In 1937-38 one student with a stipend of Rs. 20 a month from Government and in 1938-39 two students each with a similar amount of stipend joined the Veterinary College at Patna. In 1938-39 the newly appointed Veterinary Investigation Officer and one Veterinary Assistant Surgeon received post-graduate training at the Imperial Veterinary Research Institute at Muktesswar. The

subordinate staff of the Department were given practical training in the cultivation of fodder crops, in making silage and compost at the Cuttack and the Sambalpur agricultural farms in batches in 1937-38. A class for the training of stockmen was held for ten months with 24 candidates out of whom 17 received training up to the end of the course. This is a new scheme likely to prove useful to the province in developing Animal Husbandry.

Dearth of Oriya graduates for employment in veterinary service is much felt by the Department and financial stringency does not allow Government to train an adequate number of Oriya candidates in Veterinary Science. Conditions might improve if candidates would come forward to receive veterinary training at their own cost.

**Co-operative Administration and its changes.**

At the time when Orissa became a separate province, the Central Banks in North and South Orissa owed large sums of money to the Bihar and Orissa and the Madras Provincial Banks respectively. At the instance of the Government of India it was decided that the Registrars of Bihar and of Madras should continue to exercise control over the co operative movement as *ex officio* Registrars of North and South Orissa till the dues of their respective Provincial Banks were paid off or otherwise settled. These arrangements with Madras continued till November 1937, when the control of the co-operative movement in the ex-Madras area was transferred to the Director of Development, Orissa, who was appointed Registrar. In August 1938 the dues of the Bihar Provincial Co-operative Bank from the Central Banks in North Orissa were finally settled and the Government of Orissa agreed to pay to the Bihar Provincial Bank through the Government of Bihar a sum of Rs. 3,75,000 in eight equal instalments in full satisfaction of the claims of the Bihar Bank. The control of the Registrar of Bihar over the co-operative banks and societies in North Orissa ceased on the 17th January 1939 when the Director of Development of Orissa was appointed Registrar of Co-operative Societies for the whole province. Orissa paid a sum of Rs. 44,148 to the Government of Bihar and Rs. 8,028 to the Government of Madras for their share in the service of their Registrars during the period.

The Deputy Registrar of Co-operative Societies, Orissa, who is vested with many of the powers of the Registrar, has been in immediate charge of the co-operative movement from the date of the formation of the province. In the old Orissa Division there were three Assistant Registrars—two with headquarters at Cuttack and the third at Sambalpur. The last was also in charge of the Singhbhum and Manbhum districts of the Chotanagpur Division.

After the creation of the province the Sambalpur circle was abolished but as the work was found to be too heavy to be managed by two Assistant Registrars, the circles were reorganised in October 1937 and the headquarters of one of the two Assistant Registrars at Cuttack were shifted to Puri. Thus the North Orissa districts were distributed among the three Assistant Registrars. A scheme of reorganisation of the Co-operative Department in North Orissa which was pending before the creation of the province was sanctioned by the Provincial Government in June 1937 and partial effect was given to it during the period under review.

After the separation from Madras the districts of Ganjam and Koraput were put in charge of a special Deputy Registrar of non-gazetted rank with a reduced staff. As the arrangement was found to be inadequate, the special Deputy Registrar was raised to the rank of an Assistant Registrar and the staff was increased.

**Expenditure.**

The total expenditure incurred by Government on the Co operative Department in 1936-37 (1st July to the 30th June) was Rs. 86,512; it rose to Rs. 1,19,543 and Rs. 1,60,076 respectively during the two following years. This does not include a sum of Rs. 52,176 paid to Bihar and Madras for the services of their Registrars.

**Financial position.**

The progress of the movement was not encouraging during the triennial period. The following statement will show the position at a glance:—

| Type of societies. | Number. | | Number of members. | | Working capital. | |
|---|---|---|---|---|---|---|
| | On 30-6-1936. | On 30-6-1939. | On 30-6-1936. | On 30-6-1939. | On 30-6-1936. | On 30-6-1939. |
| 1. Provincial Bank ... ... | Nil | 1 | (Registered but did not start work.) | | | |
| | | | | | Rs. (In lakhs.) | Rs. (In lakhs.) |
| 2. Provincial Land Mortgage Bank. | Nil | 1 | Nil | 65 | Nil | 0·52 |
| 3. Central Banks — North Orissa | 13 | 13 | 630 individual<br>2,147 societies | 623 individual<br>2,123 societies | 49·51 | 45·74 |
| 3. Central Banks — South Orissa | 2 | 2 | 171 individual<br>643 societies | 127 individual<br>541 societies | 16·21 | 14·83 |
| 4. Agricultural societies. — North Orissa | 2,001 | 997 | 67,151 | 65,307 | 48·89 | 46·58 |
| 4. Agricultural societies. — South Orissa | 486 | 509 | 23,349 | 24,477 | 15·44 | 13·53 |
| 5. Non-agricultural societies. — North Orissa | 133 | 134 | 4,063 | 4,408 | 2·30 | 2·76 |
| 5. Non-agricultural societies. — South Orissa | 37 | 36 | 6,825 | 8,151 | 5·33 | 7·93 |
| 6. Guarantee Unions. — North Orissa | 5 | 2 | ... | ... | ... | ... |
| 6. Guarantee Unions. — South Orissa | 10 | 10 | ... | ... | ... | ... |

**The Provincial Co-operative Bank.**

In 1935 a non-official committee was formed to organise a separate Co-operative Bank for Orissa. By-laws were registered in August 1936 and share capital amounting to Rs. 10,696 was collected, but an enquiry into the condition of the movement was ordered by Government in 1937 and the starting of the Bank was postponed.

**The Provincial Co-operative Land Mortgage Bank.**

The Provincial Government decided in 1937 to establish a Land Mortgage Bank for the province. Under the Orissa Co-operative Land Mortgage Bank Act, 1938, the Provincial Co-operative Land Mortgage Bank was registered on the 16th September 1938. Government purchased 500 'A' class shares with a face value of Rs. 50,000 and granted subsidies of Rs. 1,300 in 1938-39 and Rs. 8,000 in each of the years 1939-40 and 1940-41 to meet the expenses of its management. The services of an experienced Co-operative Sub-Registrar were borrowed from the Government of Madras to train the staff of the Bank in Land Mortgage Bank work. The Bank started work in selected areas of Ganjam and Cuttack in February 1939.

**Central Banks.**

There were 15 Central Banks in the province, 13 in North Orissa and 2 in South Orissa. The Ganjam District Co-operative Bank had to be bifurcated as it had some affiliated societies in the part of the district left in Madras. The statement below shows the financial position of the Central Banks:—

| | North Orissa. | | South Orissa. | |
|---|---|---|---|---|
| | On 30-6-1936. | On 30-6-1939. | On 30-6-1936. | On 30-6-1939. |
| | Rs. (In lakhs.) | Rs. (In lakhs.) | Rs (In lakhs.) | Rs. (In lakhs.) |
| 1. Share capital .. | 5·33 | 5·27 | 2·41 | 1·86 |
| 2. Deposits .. .. | 32·83 | 28·71 | 10·79 | 10·71 |
| 3. Loans and cash credit from the Provincial and Imperial Banks. | 6·42 | 6·84 | 1·30 | ·49 |
| 4. Reserve Fund .. | 2·78 | 2·82 | ·64 | ·51 |
| 5. Other Funds .. .. | 2·15 | 2·10 | 1·06 | 1·31 |
| 6. Working capital .. | 49·51 | 45·74 | 16·21 | 14·80 |
| 7. Net divisible profit .. | Nil | Nil | ·12 | ·16 |
| 8. Loss .. .. | ·02 | ... | ... | ... |

**Loans.**

The loan position of these Central Banks in North and South Orissa during the three years was as follows :—

| | | Loan issued. | Loan recovered. | Percentage of collection. | Overdue. | Overdue interest. | Percentage of collection of interest. |
|---|---|---|---|---|---|---|---|
| 1 | | 2 | 3 | 4 | 5 | 6 | 7 |
| | | Rs. (In lakhs.) | Rs. (In lakhs.) | Rs. (In lakhs.) | Rs. (In lakhs ) | Rs. (In lakhs.) | Rs. (In lakhs.) |
| 1936-37 | North Orissa | 0·46 | 1·58 | 4·7 | 32·52 | 10·09 | 18·4 |
| | South Orissa | 1·14 | 1·28 | 15·26 | 7·13 | ·05 | 91·72 |
| 1937-38 | North Orissa | 0·16 | ·84 | 2·5 | 33·71 | 14·00 | 11·5 |
| | South Orissa | 2·09 | 1·26 | 17·00 | 6·36 | ·07 | 89·8 |
| 1938-39 | North Orissa | 0·13 | 0·97 | 2·9 | 32·07 | 16·75 | 6·4 |
| | South Orissa | 3·65 | 1·88 | 23·9 | 5·79 | ·08 | 88·7 |

It is evident from the figures given above that the condition of the Central Banks in North Orissa was very unsatisfactory. The unfavourable agricultural seasons accentuated by the continuous economic depression greatly affected the financial position of these banks. The appointment of a special officer to hold an enquiry into the unsatisfactory condition of the movement raised a false hope in the minds of the members that the bulk of their dues would be remitted and they suspended even small payments. In contrast to the discouraging state of affairs in North Orissa, the two South Orissa banks, particularly the Berhampur Bank, showed satisfactory results. The bulk of the loans was advanced by the Berhampur Bank and the percentage of its collection of principal reached a satisfactory standard in 1938-39.

**Agricultural Societies.**

In North Orissa the number of agricultural societies fell from 2,001 to 1,997 ; while in South Orissa they increased from 486 to 509. The total number of members decreased from 67,151 to 65,307 in North Orissa ; while in the other half of the province it increased from 23,349 to 24,447. The working capital also decreased in North Orissa from 48 09 lakhs to 46·58 lakhs; while it rose from 13·44 lakhs to 13·53 lakhs in South Orissa.

**Grain Golas.**

Some agricultural societies in North Orissa took the form of Grain Golas. These Grain Golas numbered 44 in 1936-37, and 3 were added in 1938-39. The majority of the Golas were in Angul. The working capital

increased from 1·95 lakhs to 2·71 lakhs while the overdues against the members rose from 1·44 lakhs to 2·03 lakhs. Thirty-four Grain Golas in Angul and 3 Grain Golas newly registered in Sambalpur district were all organised on the basis of thrift contribution and most of them did not owe anything to the Central Banks or to any outside creditors. The Angul Grain Golas deteriorated considerably as there was a lack of genuine desire on the part of the borrowing members to repay their loans. Efforts made to improve the collections did not prove very effective as members were heavily indebted both to the Grain Golas and to the local credit societies. Government granted Rs. 2,000 for the construction of Gola houses in Nawapara and Bargarh subdivisions in the district of Sambalpur. Efforts were made to start Grain Golas in the Agency areas of South Orissa on the Angul model.

**Purchase—Purchase and Sale Societies.**

Included in the agricultural societies in South Orissa were nine societies which were originally formed with the object of serving as marketing agencies for the produce of the local raiyats and for supplying their agricultural and domestic requirements. Six of them have now become merely credit societies and their working has not been very satisfactory. The remaining three societies ran small stores for supplying domestic requirements but the benefit was almost entirely confined to the members living at the headquarters of the taluks.

**Production and Sale Societies.**

The most important organisation in the sphere of agricultural societies was the formation of two sugarcane growers' societies—one at Rayaghada and the other at Aska. The former made a good start and worked with 161 members and a share capital of Rs. 2,325. It disbursed Rs. 17,087 as loans which were fully recovered within time. The society acted as the agent of the Imperial Chemical Industry and supplied fertilisers to the value of Rs. 3,326 to its members. It also supplied 4,072 tons of sugarcane to the local sugar factory. The Aska sugarcane growers' society and the Berhampur groundnut growers' society had not much progress to record as they started work towards the end of the year 1938-39.

The Indian Central Jute Committee sanctioned a subsidy of Rs. 2,100 for co-operative marketing of jute in South Orissa. Steps were taken for organising a society at Kendupatna, an important jute-growing centre in the district of Cuttack.

There were 152 non-agricultural credit societies—125 in North Orissa and 27 in South Orissa. Useful as these societies are and great as is the promise which many of them carry for the

future, they are still of relatively small importance to the people and it will be sufficient to give below a bare enumeration of the different types of these societies in the province :—

| | North Orissa. | South Orissa. |
|---|---|---|
| 1. Urban Banks ... | ... | 5 |
| 2. Employees' societies ... | 12 | 12 |
| 3. Fishermen societies ... | 52 | 3 |
| 4. Weavers' societies ... | 43 | 1 |
| 5. Depressed classes societies | 8 | 1 |
| 6. Artisans' societies ... | 6 | ... |
| 7. Other societies ... ... | 4 | 5 |
| Total ... | 125 | 27 |

The urban banks in South Orissa had a working capital of Rs. 6·73 lakhs but there was not much to record about their working. Some of the employees' societies which were organised in recent years are combined with thrift and credit societies. These societies furnish a good example of co-operation for purpose of saving.

Among the depressed class societies the Cuttack sweepers' society worked well in 1938-39.

There were 22 non-agricultural non-credit societies—9 in North Orissa and 13 in South Orissa. Of the 5 bell-metal societies, the Baidyarajpur society is the only surviving one. In a competitive market the crude design and rough finish of the articles do not make for a ready sale and attempts to induce the members to adopt improved designs have not so far been successful. The Balugaon fishermen's co-operative store was able, as a result of being given a lease of Government fisheries in the Chilka lake, to repay all its loans to the financing bank. The store societies in the South Orissa worked on a small scale. They were of assistance in creating a spirit of co-operation among the students of schools and colleges to whom they supplied stationery articles and books. Two building societies in South Orissa depended for finance on the Government of Madras and the Government of Orissa have decided not to continue this assistance.

**Marketing.**

Three weavers' societies organised under the handloom marketing scheme had a dull record of progress for want of marketing organisation.

For lack of a special staff the village welfare and better living societies did not function well. There is a need for greater attention to this aspect of the co-operative movement and for the organisation and development of such societies.

**Guarantee Unions.**

The number of guarantee unions was reduced from five to two in North Orissa, while the number of supervising unions in South Orissa remained at ten. Neither class of union proved a success as they could not achieve the object for which they were created, viz., to provide a supervising element with local knowledge.

**Subsidiary activities.**

In addition to the direct activities of the co-operative department summarised above there were subsidiary and in direct activities in the spheres of agriculture, education, sanitation and industries which, if expanded on sound lines, would bring economic and social benefit to the rural population. Some of the Central Banks in North Orissa devoted attention to improvements in agriculture. Khurda, Jajpur and Bhadrak banks continued to maintain Kamdars who helped the members, mostly agriculturists, to grow better crops and initiated them in improved methods of cultivation. In Banki area the joint farming of sugarcane was carried on successfully. A large number of sugarcane-crushing mills received from the Bihar earthquake area were supplied to the Central Banks in North Orissa for hiring out to the members of societies at a cheap rate. The Central Banks realised the importance of the development of cottage industries but their activities did not go beyond eri-rearing which flourished for some time under the guidance of the Angul central union but is now waning. Two weaving schools—one at Angul and the other at Chhendipada, which were maintained by the Angul central union—did some useful work in a small way. Some attempt was made to combat illiteracy by the maintenance of a few primary schools and night schools and by the grant of a few stipends to poorer students. Some societies in the Jajpur area and the Satwikpur village welfare health society in Puri rendered help to the members by free distribution of indigenous medicines and quinine in malaria-affected parts. For rural reconstruction some societies did some useful work in constructing village roads, clearing tanks and sinking wells.

**General.**

The most important event of the triennial period was the institution of an enquiry into the stagnant condition of the co-operative movement in the province. In accordance with the promise made by Government in 1937 Diwan Bahadur K. Deivasikhamani Mudaliar was appointed to hold the enquiry and to make recommendations for the reorganisation of the movement. The Diwan Bahadur accordingly made a comprehensive inquiry in selected areas and submitted a report which was published on the 1st July 1938. The condition of the movement as disclosed by his investigations was grave and such as to call for urgent action. Government have since published

their decisions on some of the important recommendations in the report and have announced their policy of rehabilitation of the co-operative movement.

Another important subject taken up during the period was the establishment of a training class to train the departmental staff in theory and practice of co-operation. Six educational inspectors who are intended to train Panches in village societies received their training in this class.

**Rural Development.**

Although the work of rural development has received a great impetus by the launching of schemes of village sanitation, water-supply, communications and cattle improvement at selected village welfare centres with financial aid from the Government of India, the movement is in an experimental stage and progress is retarded by the inertia of ignorance and apathy of the villagers and their attachment to ancient customs. Reluctance of villagers to bear a fair share of the cost of projects either in the shape of labour or otherwise is another obstacle in the way of advancement.

In 1936-37, 1,407 water-supply and village communication schemes were executed with varying success. In the next year 1,757 schemes of water-supply and communications were satisfactorily carried out. The year 1938-39 witnessed the completion of 2,620 schemes and it was found that water supply projects were generally more successful than those for village roads. A sum of Rs. 14,720 was allotted to the agricultural farm which has been opened at G. Udaigiri in the Ganjam Agency.

A village welfare centre was opened at Derser Deulia in the district of Cuttack with a welfare officer, a kamdar, a guide and a dai. The agricultural and live-stock improvements were carried out with some enthusiasm and the villagers were induced to improve the sanitation, education and social amenities of the four villages in the centre. Spinning in cotton and in silk was also introduced.

The total expenditure on rural development up to the 30th November 1939 was Rs. 3,69,032.

## CHAPTER XI.

### Commerce and Industry.

**Mineral Resources.**

Although the province may look for a rise in the standard of living of her people to improvements in agriculture and expansion of cottage industry, the exploitation of her mineral resources is equally important for the economic advancement of her population as well as for the augmentation of the provincial revenues. Orissa may not boast of such rich coal fields as are found in Bengal and Bihar; but it is on record that the Archaean formations which give rise to the hill tracts of the province contain many kinds of mineral deposits, particularly in Sambalpur, Angul and Khondmals. It is probable that there may be a vast field of unexplored opportunities of which the people are utterly ignorant as, unfortunately, no systematic attempt to investigate the possibilities of developing her potential mineral wealth appears to have so far been undertaken on any extensive scale. It is, however, gratifying to note that the Government of India have, at the request of the Provincial Government, now agreed to undertake a geological survey of the province and the work is in its preliminary stage. It is hoped that the investigations will dispel the prevailing ignorance of the people about the mineral wealth of Orissa and will stimulate local interest in her mineral resources and the possibilities of their development.

Coal which is found in Sambalpur is the mineral which has attracted most attention so far. Manganese is reported to exist in three localities in Rayaghada subdivision of Koraput.

The only colliery, that of the Himgiri-Rampur Coal Co., Ltd., in the district of Sambalpur, continued to work during the triennial period.

In 1938-39 the Company extracted 44,425 tons of coal valued at Rs. 1,44,002 as against 31,006 tons valued at less than a lakh of rupees in 1936-37 and 47,126 tons valued at Rs. 1,50,528 in the following year.

The supply of labour to the colliery was sufficient during the period. Half of the labourers employed in the colliery came from the surrounding villages where they lived, while the remaining were housed in the colliery premises. The wages paid to labourers were generally higher than those paid to the agricultural labourers in the district, the rate varying with the class of labourers. The relations between the employers and the employees continued to be harmonious and the general health of the labourers and sanitary condition of the colliery were satisfactory.

Besides coal, minor mineral deposits, such as fireclay, limestone and ochre are found in small quantities in Angul and Sambalpur. The Tata Iron and Steel Company extracted 7,860 tons of fireclay in 1936-37, 10,190 tons in 1937-38 and 8,991 tons in 1938-39.

The number of mining leases decreased from 77 in 1936-37 to 63 next year and stood at 75 in 1938-39 while the total receipts from these leases amounted to Rs. 10,214, Rs. 9,061 and Rs. 9,367 respectively during the triennial period.

**Factories.**

At the creation of the province three different sets of rules made under the Factories Act, 1934, were in operation in its three component parts. The framing of a uniform set of rules so as to make them applicable to the province as a whole is under the consideration of Government. The Koraput taluk board framed a set of draft by-laws under the Madras Local Boards Act, 1920, for the administration of factories situated in the area and they are awaiting approval of Government. The Factory Inspection Department in Bihar carried on, under the existing arrangement, the administration of the Factories Act in the province.

At the close of the year 1936 there were 69 factories in the province including 17 transferred from the ex-Madras and the ex-Central Provinces areas and 6 new registrations. The number of factories actually working was 79 in 1937 and 80 in 1938. The factories newly registered in 1937 and 1938 numbered 11 and 7 respectively. Although the rice mills formed the major portion of the new registrations there was one factory for each of the industries, sugar manufacture, glass and tiles. In 1937 one rice mill ceased to exist while six remained closed in the following year. The number of workers rose from 3,346 in 1936 to 4,122 in 1937 and to 4,545 next year. The increase was mainly due to new registrations. The number of women workers rose from 918 in 1936 to 1,403 next year but fell to 1,368 in 1938. There was an appreciable reduction in the number of child workers from 48 in 1937 to 16 next year. The average number of factories inspected during the triennial period was 68, particular attention being paid to the observance of the rules regarding sanitation and water-supply. Most of the factories continued to show improvement in respect of ventilation and lighting. The health of the workers continued to be normal during the period.

The relations between employers and employees were satisfactory except for a strike of very short duration which occurred early in 1938 at the new sugar factory at Rayaghada and was amicably settled without outside intervention.

In a province like Orissa where agriculture is the predominant occupation the number of skilled labourers is comparatively small. Their wages generally vary from Re. 0-4-0 to Rs. 1-5-0 a day. The average wages are generally higher than the agricultural wages prevailing in the province.

Close attention was paid to the safeguarding of machinery and adoption of other safety measures by factories, as a result of which marked improvement was noticed. Warnings were issued to several factories and prosecutions instituted against some for not safeguarding the dangerous machineries in spite of previous warnings. The efficiency of such safeguards, where maintained, were examined each time the factories were subsequently inspected and the defects were brought to the notice of the managers.

The total number of accidents in factories were 24, 36 and 41 respectively in the three calendar years 1936—38. In 1937 the manager of one 'L' class factory was prosecuted for failing to report a fatal accident caused by a belt.

Thirteen factories in all were proceeded against during the three calendar years 1936–38 for offences, against the Act or rules. There were 32 charges against 20 persons. The total fine imposed was Rs. 340 during the period.

**Registered Companies and Associations.**

The number of limited liability companies showed increase from 18 in 1936-37 to 19 next year and stood at 25 in 1938-39. The total paid-up capital of the companies rose to 13 lakhs in the first year, to 14 lakhs in the second year and to 16 lakhs in the third year. The authorised capital amounted to 46 lakhs, 47 lakhs and 56 lakhs respectively during the triennial period. Of the four Indian joint stock companies registered in 1936-37 two were private companies; besides these two foreign companies were also registered. In 1937-38 one private company and two foreign companies were registered. Of the seven companies registered in 1938-39 two were private, four public and one foreign. Only one company was under liquidation during the year 1937-38. Six new societies were registered in 1938-39, as compared with one and two respectively in 1936-37 and the following year.

**The Indian Partnership Act, 1932.**

Though the Indian Partnership Act, 1932, is in force in the province, its benefits do not appear to have been well appreciated. The total number of firms registered during 1938-39 was 13, as compared with 18 in 1936-37 and 10 in 1937-38. Fees realised amounted to Rs. 53, as against Rs. 54 in 1936-37 and Rs. 58 in the year following it. The Assistant Registrar of Joint Stock

Companies, Orissa, performed for the Registrar of Firms all the duties imposed on the Registrar under the Act, save as provided in rule 12 of the Bihar and Orissa Partnership Rules, 1933.

**The Trade Unions Act, 1926.**

The Revenue Commissioner, Orissa, who is the Registrar of Joint Stock Companies, continued to hold charge of the office of the Registrar of Trade Unions of Orissa.

No trade union was registered during 1936-37 nor was there any application for registration. The only trade union, "Rambha Rice Mill Labour Association", working at the end of the year 1936-37, was dissolved and the notice of the dissolution was registered under section 27 of the Act on the 21st August 1937. There was no registration during the years 1937-38 and 1938-39.

**The Workmen's Compensation Act, 1923.**

Under section 20 of the Workmen's Compensation Act, 1923, the Provincial Government has appointed all District Officers as ex-officio Commissioners for Workmen's Compensation in their respective districts.

The total number of employed persons being 2,491 in 1936, 3,284 in 1937 and 4,183 in 1938, there were 5 deaths and 5 cases of permanent disablement as well as lesser cases, for which compensation was awarded. The total amount of compensation was Rs. 3,356.

**Electricity.**

Under the existing arrangement electric concerns in the province were under the supervision of the Electrical Engineer and Electric Inspector of the Government of Bihar, subject to the control of the Chief Engineer of Orissa. A separate Electrical Division has lately been created and an Electrical Engineer has been appointed to be put in charge of it.

The two licensed undertakings, viz., the Cuttack Electric Supply & Co., and the Berhampur Electric Supply Corporation, continued to function satisfactorily during the triennial period. Licences have been issued for the supply of electric energy to Puri and Balasore.

**The Department of Industries.**

On the creation of the new province the Revenue Commissioner held charge of the Department of Industries. On the 20th November 1936, when the Development Department was created, the Department of Industries was combined with it and it was placed under the charge of the Director of Development.

The province received as its share one of the Circle Officers of the Industrial Engineering establishment and one fishery assistant from the late Bihar and Orissa Government. These two

officers act as technical advisers to the Department, carrying the changed designations of " Industrial Adviser " and " Fishery Officer ".

Owing to the abnormal conditions prevailing in the beginning, difficulties were experienced in organising the Department with the existing staff of the old Orissa Division, which was inadequate to cope with the additional work that devolved on it owing to the transfer of areas from Madras and the Central Provinces. The Department has since been well organised and appears to be functioning smoothly.

The Department has four main branches of activity, viz., (1) Textile, (2) Engineering, (3) State aid, and (4) Fisheries. For the purpose of advising the Director on matters relating to technical education and the working of the Department a Board of Industries for Orissa was constituted in February 1939. Upon it also devolves statutory powers of an advisory nature under the State Aid to Industries Act. Besides controlling technical and industrial education, the activities of the Department were chiefly devoted to the development of cottage industries and textiles.

**Finance.**

The cost of the Department increased from Rs. 1,42,620 in 1936-37 to Rs. 2,05,556 in the following year and further to Rs. 2,50,380 in 1938-39, while its receipts similarly increased from Rs. 14,738 to Rs. 20,233 and Rs. 23,566 respectively.

**Technical and Industrial Education.**

The total number of Government and aided institutions imparting industrial education remained at two and seven respectively. The number of students receiving training in these institutions increased from 344 in 1936-37 to 361 and 415 in the following two years. The number of students receiving technical education in institutions outside the province with the help of stipends from Government was 19 in 1936-37, 11 in 1937-38 and 26 in 1938-39. Besides the Industrial Adviser, two students were deputed in 1937-38 at the cost of Government to the training school for village workers of the All-India Village Industries Association at Wardha for a short course of training in rice-husking, oil-pressing and paper-making ; while six students were sent to the Industrial Research Laboratory at Calcutta for training in bell-metal casting and polishing, umbrella-making and pottery. The All India Village Industries Association received a grant of Rs. 6,570 for training students in apiculture and in the manufacture of date-palm and palmyra *gur* and hand-made paper.

In 1938-39 a new industrial institution called " The Madhusudan Village Industries Institute " was started at Cuttack with the

financial aid of Rs. 23,620 from Government, which undertook to maintain it for the first five years. The Balasore technical school received a grant of Rs. 6,950 during the same year. The All-India Spinners' Association and All-India Village Industries Association also continued to receive financial assistance from Government.

With a view to provide facilities for probationary Munsifs to receive instruction in theoretical and practical survey, a scheme of survey training at the Orissa School of Engineering was sanctioned by the Government in 1938-39.

**The Orissa School of Engineering.**

The Orissa School of Engineering is the only technical institution in the province which trains candidates for the Subordinate Engineering Service. In 1936-37 Elementary Calculus and Cadastral Survey classes were added to the courses of study for the Subordinate Civil Engineering classes. To add to its utility the institution has got an Industrial Diploma class. The appointment of a teacher in Machine-drawing and of two instructors, one for the Electric shop and another for the Motor shop, were useful additions to the staff of the school.

The total numerical strength of the school rose from 116 in 1936-37 to 124 in the following year and further to 132 in 1938-39. The result of the examinations continued to be satisfactory during the three years under review. The discipline of the students remained good during the period. It is gratifying to record that most of the successful candidates in both sections of this school were provided with suitable employments either under Government or under local bodies.

A generous donation of Rs. 300 by His Excellency the Governor enabled the school to start a Rowing Club for the students.

**Handloom weaving.**

Handloom weaving occupies an important place in the sphere of industry in Orissa, it being the chief cottage industry in the province. The two peripatetic weaving demonstration parties, which fell to the share of the province of Orissa when separated from Bihar, continued to do useful work in the districts of Cuttack and Sambalpur and rendered assistance to the weavers by instructing them in the use of approved appliances and up-to-date weaving patterns. Two more parties—one for the districts of Ganjam and Koraput and the other for the district of Balasore and the subdivision of Jajpur—were added to the existing two permanent parties in 1938-39. In the same year the post of a Textile Expert was created for the supervision of the textile work in the province. With the assistance of the Sambalpur weaving party a handloom factory was established in the Sambalpur town. The introduction of a large number of

weaving appliances by these demonstration parties bears testimony to the growing popularity of the improved methods of weaving. The dyeing demonstration party achieved good results in imparting training to dyers and in demonstration work. Students of the wool-weaving section of the Madhusudan Village Industries Institute at Cuttack received useful training from the wool demonstration party. With a view to encouraging wool-clipping in Orissa demonstrations were given in sheep shearing with good results.

At first the manufacture of textile goods was entrusted to the Deputy Registrar of Co-operative Societies while the marketing organisation remained in charge of the Director of Industries in Bihar. For the manufacture of textile goods three weavers' co-operative societies were organised in 1936-37. Though these societies promised good results the organisation of more such societies was stopped pending the creation of an independent marketing organisation for Orissa. An independent marketing organisation has since come into existence. It was decided by Government that the marketing organisation would deal only in hand-spun yarn and that the sales should be organised through the agency of the All-India Spinners' Association. The Government of India sanctioned a grant of Rs. 13,400 in 1937-38, which was repeated in the following year, for the development of the handloom industry.

**Survey of industries.**

A grant of Rs. 1,430 was made during 1938-39 to the All-India Village Industries Association to conduct a survey of cottage industries in Orissa. With the help of the grant investigations were completed in respect of the manufacture of catechu, the manufacture of chua from sal resin, the distillation of khus-khus, wood lacquering and soap from Polang and Mohua oils.

Experimental work in oil-pressing, paddy-husking, glue manufacture, pottery, bell-metal manufacture and many other petty industries showed useful results.

It is noteworthy that the Department has been expanding its activities chiefly in the direction of development of rural industries and the results so far achieved are encouraging.

**Pisciculture.**

In the realm of pisciculture the Department maintained two fry distribution centres, one at Sambalpur and the other at Cuttack. The total supply of fry was 164,000, 187,500 and 244,000 respectively during the period of three years under review. Increasing demand for fry supply indicated the growing interest of the public in pisciculture. The fry distribution centres needed nursery tanks of their own

as private tanks were not suitable. Two pisciculture demonstration parties, each consisting of one fishery assistant and four fish-rearers, which were sanctioned on a temporary basis in 1938-39, did useful work. It was decided to introduce pisciculture in all Government tanks in the province.

**Fish-curing.**

The Department continued to maintain four fish-curing yards in the district of Ganjam. The total quantity of fish cured in the four yards rose from 8,305 maunds in 1936-37 to 16,074 maunds in 1937-38 and further to 17,315 in 1938-39. The total receipts from the curing yards amounted to Rs. 1,917 in 1936-37, Rs. 2,456 in 1937-38 and Rs. 2,650 in 1938-39.

The number of fishermen co-operative societies which remained at 56 in the two preceding years was reduced to 55 in 1938-39 owing to the conversion of one society in Ganjam into an agricultural society. The fishermen's co-operative stores at Balugaon in the Khurda Khasmahal estate, which is the only one of its type in Orissa, continued to do good work.

76,374 maunds of fish were exported from Orissa during 1936-37; 68,061 maunds in 1937-38; and 71,660 maunds in 1938-39. The Chilka lake continued to contribute the main part of the export.

**Biological investigations into the Chilka fishery.**

The Chilka lake affords an extensive field for the expansion of the fish industry. With a view to its development a scheme for biological investigations in the Chilka lake fisheries received the approval of the Imperial Council of Agricultural Research during 1938-39. It was hoped that the scheme would be carried into effect in the following year, but for financial reasons this had to be postponed.

**Commercial Intelligence.**

The Department continued to furnish information and statistics to other Government departments, institutions and the public, in matters relating to commerce, trade, industries and other economic problems. It received the full co-operation of the Director-General of Commercial Intelligence and Statistics, Calcutta, and the Department of Industries of other provinces and States in expanding its utility.

Other activities of the Department included the establishment of a library and the collection of products of Oriya arts and crafts.

**Cost of living.**

The average cost of living of the working class in the province for the year 1937-38 was lower than that of the previous year 1936-37 by 5 points. It was higher than that of the preceding year by 4 points in 1938-39.

**Filigree Works made in Cuttack town.**

**Maritime trade and Ports.**

The three ports of Chandbali, Puri and Gopalpur handle the maritime trade of the province. These ports were in charge of the Port Officer, Orissa Ports, the Revenue Commissioner of Orissa exercising administrative control. The customs revenue fell from Rs. 23,780 in 1936-37 to Rs. 21,607 in 1937-38 and further to Rs. 16,876 next year. The noticeable decrease at Gopalpur in 1938-39 was due to the smaller import of dutiable cocoanut oil from Ceylon ports as large quantities of non-dutiable cocoanut oil was obtained from Cochin at cheaper rates. In 1937-38 Puri recorded an appreciable fall in the revenue as only one vessel called at the port. In 1938-39 the total value of imports and exports was Rs. 11,13,942 and Rs. 20,94,438 respectively as compared with Rs. 18,81,157 and Rs. 21,83,953 in 1936-37 and Rs. 11,56,877 and Rs. 11,87,513 in the following year. In 1938-39 the value of exports showed a considerable increase due to the extensive export of rice and paddy from the district of Balasore by the sea route. The decrease which was invariably noticed during the triennial period both in the value of imports and exports at the Gopalpur port was due to the competition of the Railway Companies which offered special low rates for transport of goods by rail.

The British India Steam Navigation & Co., Ltd., the Scindia Steam Navigation & Co., Ltd., and the Asiatic Steam Navigation & Co., Ltd., were engaged in carrying on the coastal trade at Gopalpur. The vessels of the first two companies had regular services with Rangoon for cargo and passengers. The number of steamers entered and cleared at the Gopalpur port remained almost stationary during the triennial period, it being 121 in the first year, 119 in the second and 120 in the third. The numbers of passengers embarked to, and disembarked from, Rangoon were 15,178 and 16,864 respectively in 1936-37 and 18,347 and 14,726 in the following year and increased to 18,447 and 18,058 in 1938-39. A regular service for carrying cargoes and passengers was also kept up between Chandbali and Calcutta by the Bengal and Orissa Steamship Company and the Chandbali Steamer Service Company. The number of vessels entered and cleared at Chandbali was 139, 107 and 116 in the three years respectively while the numbers of passengers that embarked to, and disembarked from, Calcutta were 7,022 and 8,031, 7,062 and 7,829, and 6,167 and 7,647.

In the sea-borne trade between Chandbali and Calcutta the principal articles of import were coal, hardware, cotton goods, kerosene oil, petrol, cocoanut oil, mustard oil, tobacco leaves, vegetables, gunny-bags, matches, spices and cotton twist and those in Gopalpur were nickel silver, cocoanut oil, hard spelter, betel-nuts,

fruits, vegetables, spices, confectionary, wheat-flour, country drugs and roofing tiles. The chief articles of exports in Balasore were paddy, rice, nux vomica, tobacco leaves and ghee while in Gopalpur the main items were essential oils, printed Oriya books, cotton piece goods, dry leaves, rice, paddy, nux vomica and oil-seeds. The following statement shows the total value of the maritime trade of the province for five-years :—

| | | 1934-35. | 1935-36. | 1936-37. | 1937-38. | 1938-39. |
|---|---|---|---|---|---|---|
| | | Rs. | Rs. | Rs. | Rs. | Rs. |
| Chandbali | Imports ... | 8,45,909 | 9,98,495 | 13,86,870 | 9,51,748 | 8,60,905 |
| | Exports ... | 3,87,168 | 11,51,052 | 12,40,515 | 7,15,248 | 13,11,697 |
| Puri ... | Imports ... | ... | ... | ... | 10,000 | ... |
| | Exports ... | 26,914 | 58,135 | 5,80,758 | ... | 6,21,971 |
| Gopalpur | Imports ... | 7,25,684 | 8,05,717 | 4,94,287 | 4,81,629 | 2,53,037 |
| | Exports ... | 41,367 | 3,88,042 | 3,62,680 | 2,35,770 | 1,60,770 |

No wreck nor casualty was reported in any of the Orissa ports during the triennial period.

With a view to improve the revenue at the port at Chandbali Government passed the Orissa Port Regulation of 1937, which came into force on the 1st August 1938 and prescribed duties on imports and exports from this port.

In order to bring the boatmen working at the port of Gopalpur within the control of Government, the existing rules regulating the administration of ports were revised. As a result of the revision, harassment and extortion to which passengers were being subjected were greatly minimised and at the same time the hire of boats was regulated.

With a view to develop the trade facilities of the province a proposal to establish a port at Balasore was taken in hand. The marine survey of the Burabalang river and its approaches was also completed.

## APPENDIX I.

### A.—THE GOVERNOR.

His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S.

### B.—MINISTERS.

(1) The Hon'ble Sri Biswanath Das, Minister of Finance, Home Affairs and Education (including Development).

(2) The Hon'ble Sri Nityananda Kanungo, Minister of Revenue and Public Works.

(3) The Hon'ble Sri Bodhram Dube, Minister of Law, Commerce, Labour, Health and Local Self-Government.

The Ministers assumed the charge of their offices on the 19th July 1937.

### C.—PARLIAMENTARY SECRETARIES.

(1) Sri Jagannath Misra, M.L.A., Home, Revenue and Public Works Department.

(2) Sri Raja Krushna Bose, M.L.A., Education and Local Self-Government.

(3) Sri Jadumani Mangaraj, M.L.A., Publicity and Finance.

(4) Sri Radhakrushna Biswasroy, M.L.A., Law and Commerce.

### D.—MEMBERS OF THE COUNCIL OF STATE FROM ORISSA.

*ELECTED.*

The Honb'le Sri Nikunja Kishore Das.

### E.—MEMBERS OF THE CENTRAL LEGISLATIVE ASSEMBLY FROM ORISSA.

*ELECTED.*

1. Sri Bhubanananda Das .. Orissa (Non-Muhammadan).
2. Pandit Nilakanth Das .. Orissa (Non-Muhammadan).

### F.—LIST OF MEMBERS OF THE ORISSA LEGISLATIVE ASSEMBLY.

*ELECTED.*

| Name of Members. | Constituency. |
|---|---|
| 1. Sri Raja Krushna Bose .. | West Cuttack Sadr General. |
| 2. Sri Bichitrananda Das .. | Central Cuttack Sadr General. |
| 3. Sri Atal Behari Acharya .. | North Cuttack Sadr General. |
| 4. Sri Kinai Samal .. | North Cuttack Sadr General. |

*ELECTED*—contd.

| Name of Members. | Constituency. |
|---|---|
| 5. Sri Nabakrushna Choudhury.. | East Cuttack Sadr General. |
| 6. Sri Nityananda Kanungo .. | South Cuttack Sadr General. |
| 7. Sri Jadumani Mangaraj .. | Central Kendrapara General. |
| 8. Sri Brajanath Misra .. | North Kendrapara General. |
| 9. Sri Lokanath Misra .. | East Kendrapara General. |
| 10. Sri Birakishore Behera .. | East Jajpur General. |
| 11. Sri Dwarikanath Das .. | East Jajpur General. |
| 12. Sri Birabar Narayan Chandra Dhir Narendra. | West Jajpur General. |
| 13. Sri Sadhu Charan Das .. | North Jajpur General. |
| 14. Sri Krupasindhu Bhukta .. | Angul District General. |
| 15. Sri Mohan Das .. .. | East Puri Sadr General. |
| 16. Sri Jagabandhu Sinha .. | South Puri Sadr General. |
| 17. Sri Biswanath Behera .. | North Puri Sadr General. |
| 18. Sri Jagannath Misra .. | North Puri Sadr General. |
| 19. Sri Prannath Patnaik .. | East Khurda General. |
| 20. Sri Godavaris Misra .. | West Khurda General. |
| 21. The Hon'ble Sri Mukunda Prasad Das. | Central Balasore Sadr General. |
| 22. Sri Nanda Kishore Das .. | South Balasore General. |
| 23. Sri Charu Chandra Ray .. | North Balasore General. |
| 24. Sri Chakradhar Behera .. | East Bhadrak General. |
| 25. Sri Nidhi Das .. .. | West Bhadrak General. |
| 26. Sri Jagannath Das .. | West Bhadrak General. |
| 27. Sri Nrupalal Singh .. | Sambalpur Sadr General. |
| 28. Sri Bodhram Dube .. | Sambalpur Sadr General. |
| 29. Sri Prahaladrai Lath .. | West Bargarh General. |
| 30. Sri Fakira Behera .. | East Bargarh General. |
| 31. Sri Bisi Bibhar .. .. | East Bargarh General. |
| 32. Sri Lal Artatran Deo .. | Khariar General. |
| 33. Sri Biswanath Das .. | Ghumsur General. |
| 34. Raja Bahadur Sri Rama Chandra Mardaraja Deo. | Kudala General. |
| 35. Rai Bahadur Mandhata Gorachand Patnaik. | Chatrapur General. |
| 36. Sri Govinda Prodhan .. | Aska-Surada General. |
| 37. Sri Punya Naiko .. | Aska-Surada General. |
| 38. Sri Divakara Patnaik .. | Berhampur General. |

*ELECTED*—concld.

| Name of Members. | Constituency. |
|---|---|
| 39. Sri Ramachandra Debo- .. | Berhampur General. |
| 40. Vysyaraju Kasi Viswanadham Raju. | Berhampur General. |
| 41. Captain Maharaja Sri Sri Sri Krishna Chandra Gajapati Narayan Deo. | Parlakimedi General. |
| 42. Sri Sadasiva Tripathy .. | Nowrangpur General. |
| 43. Sri Radhamohan Sahu. .. | Jeypur-Malkangiri General. |
| 44. Sri Radhakrushna Biswasroy.. | Koraput General. |
| 45. Khan Bahadur Saiyid Ahmad Baksh. | Cuttack Sadr Muhammadan General. |
| 46. Saiyid Fazle Haque .. | North Cuttack *cum* Angul Muhammadan General. |
| 47. Maulavi Abdus Sobhan Khan | Balasore *cum* Sambalpur Muhammadan. |
| 48. Maulavi Muhammad Latifur Rahman. | South Orissa Muhammadan. |
| 49. Srimati Sarala Devi .. | Cuttack Town Women's. |
| 50. Mrs. A. Lakshmi Bai .. | Berhampur Town Women's. |
| 51. Mr. Premanand Mohanty .. | Orissa Indian Christian. |
| 52. Sri Rang Lal Modi .. | Orissa Commerce and Industry. |
| 53. Sri Braja Sundar Das .. | East Orissa Land-holders. |
| 54. Raja Krishna Chandra Mansingh Harichandan Mardaraj Bhramarbar Rai. | West Orissa Land-holders. |
| 55. Sri Pyari Sankar Roy .. | Orissa Labour. |
| 56. Sri Gobind Chandra Thatraj Bahadur. | Baliguda-Khondmals General. |

*NOMINATED.*

| | |
|---|---|
| 57. Rev. E. M. Evans .. | Ghumsur-Udayagiri, Ganjam district. |
| 58. Mr. Hari Pani Jennah .. | Serango, Ganjam district. |
| 59. Sri Balabhadra Narayana Samantharoy. | Nowrangpur, Koraput district. |
| 60. Sri Radha Mohan Panda .. | Rayaghada, Koraput district. |

G.—THE ORISSA LEGISLATIVE ASSEMBLY.

| | |
|---|---|
| The Hon'ble Sri Mukunda Prasad Das. | Speaker. |
| Sri Nanda Kishore Das .. | Deputy Speaker. |
| Diwan Bahadur C. G. Nair, C.I.E., B.A., B.L., Bar.-at-Law. | Secretary. |

## APPENDIX II.

## General Abstract of Revenue and Receipts.

| Major Heads. | Actuals, 1936-37. | Actuals, 1937-38. | Actuals, 1938-39. |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| | Rs. | Rs. | Rs. |
| I.—Customs .. .. .. | .. | 1,03,561 | 91,853 |
| IV.—Taxes on Income other than Corporation tax. | 57,019 | 2,36,951 | 3,00,000 |
| V.—Salt .. .. .. .. | 1,850 | 1,950 | 400 |
| VII.—Land Revenue .. .. .. | 50,26,409 | 48,19,354 | 45,96,475 |
| VIII.—Provincial Excise .. .. .. | 32,78,014 | 33,60,907 | 32,63,394 |
| IX.—Stamps .. .. .. .. | 17,32,283 | 17,80,098 | 18,27,870 |
| X.—Forest .. .. .. .. | 4,28,300 | 4,29,086 | 6,36,814 |
| XI.—Registration .. .. .. | 2,13,640 | 2,31,967 | 2,25,602 |
| XII.—Receipts under the Motor Vehicles Acts .. | .. | 93,207 | 1,00,981 |
| XIII.—Other Taxes and Duties .. .. | .. | .. | .. |
| XVII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept. | 2,57,131 | 1,32,573 | 17,881 |
| XVIII.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept. | 1,59,010 | 2,40,727 | 1,86,733 |
| XX.—Interest .. .. .. .. | 28,504 | 11,63,374 | 12,14,319 |
| XXI.—Administration of Justice .. .. | 79,387 | 80,520 | 76,570 |
| XXII.—Jails and Convict Settlements .. .. | 23,605 | 29,538 | 20,933 |
| XXIII.—Police .. .. .. .. | 42,929 | 2,22,377 | 1,04,879 |
| XXIV.—Ports and Pilotage .. .. .. | 296 | 163 | 45 |
| XXVI.—Education .. .. .. | 1,61,520 | 1,72,407 | 1,73,375 |
| XXVII.—Medical .. .. .. .. | 23,799 | 59,251 | 39,043 |
| XXVIII.—Public Health .. .. .. | 16,210 | 12,320 | 14,726 |
| XXIX.—Agriculture .. .. .. | 49,774 | 43,057 | 82,478 |
| XXX.—Veterinary .. .. .. | .. | 25,191 | 21,633 |
| XXXI.—Co-operation .. .. .. | .. | 15,338 | 11,159 |
| XXXII.—Industries .. .. .. | 15,383 | 20,233 | 23,566 |
| XXXVI.—Miscellaneous Departments .. .. | 70,983 | 3,891 | 1,135 |
| XXXIX.—Civil Works .. .. .. | 1,50,057 | 3,25,775 | 7,10,279 |
| XLIII.—Transfer from Famine Relief Fund .. | .. | .. | .. |
| XLIV.—Receipts in aid of Superannuation .. | 11,628 | 13,028 | 12,030 |
| XLV.—Stationery and Printing .. .. | 28,241 | 48,269 | 33,828 |
| XLVI.—Miscellaneous .. .. .. | 72,984 | 1,43,289 | 1,27,118 |
| XLIX.—Grants-in-aid from Central Government .. | .. | 47,00,000 | 43,00,000 |
| L.—Miscellaneous adjustments between the Central and Provincial Governments. | 51,04,000 | .. | 1,736 |
| LI.—Extraordinary receipts .. .. | .. | .. | .. |
| TOTAL—REVENUE .. | 1,76,36,046 | 1,84,65,829 | 1,81,99,823 |

# APPENDIX II—*concld.*

## General Abstract of Expenditure.

| Major Heads. | Actuals, 1936-37. | Actuals, 1937-38. | Actuals, 1938-39. |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| | Rs. | Rs. | Rs. |
| 5.—Salt .. .. .. .. | 237 | .. | .. |
| 7.—Land Revenue .. .. .. .. | 3,07,688 | 3,04,088 | 3,26,026 |
| 8.—Provincial Excise .. .. .. | 5,58,307 | 5,95,891 | 6,30,178 |
| 9.—Stamps .. .. .. .. | 36,401 | 43,344 | 34,449 |
| 10.—Forest .. .. .. .. | 4,20,933 | 4,31,992 | 6,43,851 |
| 11.—Registration .. .. .. .. | 1,49,763 | 1,48,348 | 1,41,556 |
| 12.—Charges on account of Motor Vehicles Taxation Acts. | .. | 31,944 | 48,196 |
| XVII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept—Working Expenses. | .. | .. | .. |
| 17.—Interest on Irrigation Works for which Capital Accounts are kept. | 10,72,912 | 10,73,000 | 10,73,000 |
| 18.—Other Revenue expenditure financed from ordinary revenues. | 2,80,542 | 2,55,860 | 2,36,517 |
| 18(1).—Other Revenue Expenditure financed from Famine Relief Fund. | .. | .. | .. |
| 19.—Construction of Irrigation Works .. .. | 3,564 | .. | .. |
| 22.—Interest on debt and other obligations .. .. | —61,475 | 1,03,055 | 1,18,014 |
| 23.—Appropriation for reduction or avoidance of debt. | 392 | .. | .. |
| 25.—General Administration .. .. .. | 26,64,157 | 28,32,108 | 28,96,962 |
| 27.—Administration of Justice .. .. .. | 6,38,856 | 7,01,850 | 6,85,494 |
| 28.—Jails and Convict Settlements .. .. | 2,76,637 | 2,78,206 | 2,42,781 |
| 29.—Police .. .. .. .. | 22,08,560 | 24,20,945 | 22,87,147 |
| 30.—Ports and Pilotage .. .. .. | 20 | 6 | 11 |
| 36.—Scientific Departments .. .. .. | 153 | 2,250 | 1,489 |
| 37.—Education .. .. .. .. | 25,50,309 | 26,04,746 | 26,11,681 |
| 38.—Medical .. .. .. .. | 7,89,785 | 8,27,186 | 8,24,926 |
| 39.—Public Health .. .. .. .. | 1,99,696 | 2,48,353 | 2,17,730 |
| 40.—Agriculture .. .. .. .. | 3,03,371 | 1,63,459 | 2,24,210 |
| 41.—Veterinary .. .. .. .. | .. | 1,03,101 | 1,01,264 |
| 42.—Co-operation .. .. .. .. | .. | 1,08,179 | 1,74,020 |
| 43.—Industries .. .. .. .. | 1,45,808 | 2,05,556 | 2,50,379 |
| 47.—Miscellaneous Departments .. .. .. | 29,486 | 6,585 | 6,410 |
| 50—Civil Works .. .. .. .. | 15,57,350 | 20,17,065 | 24,21,230 |
| 54.—Famine Relief .. .. .. .. | 1,25,000 | 4,50,228 | 40,709 |
| 55.—Superannuation allowances and pensions .. | 9,03,313 | 9,02,028 | 11,00,740 |
| 55A.—Commutations of pensions financed from ordinary revenues. | 38,247 | 60,872 | 43,837 |
| 56.—Stationery and Printing .. .. .. | 1,75,604 | 2,06,147 | 2,48,015 |
| 57.—Miscellaneous .. .. .. .. | 73,257 | 61,941 | 67,832 |
| 62.—Miscellaneous adjustments between the Central and Provincial Governments. | .. | .. | .. |
| Capital outlay on forests .. .. .. | 17,031 | .. | .. |
| 63.—Extraordinary charges .. .. .. | .. | 3,00,000 | 4,29,648 |
| TOTAL—EXPENDITURE CHARGED TO REVENUE. | 1,55,56,409 | 1,75,78,333 | 1,81,29,270 |

## APPENDIX III.

**A.—Speech delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., on the 1st of April 1936 at the inception of the new Province of Orissa at Cuttack.**

**B.—Speech delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., on the 8th May 1936, as President of the Orissa Advisory Council at its first meeting held in the Municipal Hall at Puri.**

**C.—Address delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., before the Members of the Orissa Legislative Assembly on the 30th August 1937, at its first session held in the Ravenshaw College Hall.**

---

### A.—Speech delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., on the 1st of April 1936 at the inception of the new Province of Orissa at Cuttack.

MEMBERS OF THE ORIYA PEOPLES' ASSOCIATION, THE ORISSA LAND-HOLDERS' ASSOCIATION, THE ORISSA CHAMBER OF COMMERCE, THE ORISSA MUHAMMADAN ASSOCIATION, AND THE DOMICILED BENGALEES' ASSOCIATION, LADIES AND GENTLEMEN :

I find it difficult to find words to express adequately my thanks to you for the cordiality of your welcome to my wife and myself. As you have indicated in your address we do not come as strangers but to renew and strengthen bonds of friendship already made, and, as we hope and expect, to form new friendships both in that part of the province with which we are familiar, and in that part, which is as yet little known to us.

It is my pleasant privilege to-day to offer to you and through you to the people of Orissa, my hearty congratulations on the consummation of your long cherished aim, on the inception of the new province of Orissa. This aim first gained public expression 33 years ago, and its pursuit has occupied a period almost precisely covering my own connection with India. To me that period now seems a long one, and, no doubt, it seems long to those of you, who have cherished and worked for that aim throughout it. Let us remember to-day those others who worked and hoped, but who have not lived to see the fulfilment of their hopes. I am glad to hear that it is proposed to establish a public library in commemoration of this day's event and to associate it with the name of the most distinguished of those workers and hopers who are no longer with us.

It is, indeed, a matter of the greatest regret that the rejoicings, which the inception of the province calls forth among all Oriyas, should be overshadowed by the deeply lamented death of our beloved

Sovereign, King George the Fifth. His unwearied interest in and care for all parts of his dominions would, I am sure, have brought us a special message of good-will on this day, had he lived to see it.

To his successor, His Gracious Majesty King Edward the Eighth, I will convey in proper manner the assurances of your loyalty to his person and his throne, expressed to-day in your prayer for his long life and prosperous reign. I will also convey your expression of sorrow at the death of his beloved father and your message of sympathy to the Gracious Lady his mother Queen Mary.

I have now the privilege of reading to you the special message of His Majesty the King Emperor, which he has been graciously pleased to send through His Excellency the Viceroy together with His Excellency the Viceroy's own message of congratulation to the people of Orissa.

" As Viceroy and Governor-General of India, my first duty is to convey to you on the occasion of your assumption of office as the first Governor of Orissa the following message which His Majesty the King Emperor has been graciously pleased to send on this auspicious day to the people of Orissa :—

" It gave me great pleasure as one of the earliest acts of my reign and first outcome of the Government of India Act of last year to approve an Order in Council creating Orissa as a separate province. Through my Viceroy and your first Governor I send to the province of Orissa this message of greeting. The long-cherished and natural desire of the Oriya people to be re-united after centuries of dependence upon other administrations is thus fulfilled. It is my hope and expectation that the new province will draw inspiration from the past and will prove worthy of the historic tradition of the holy land of Orissa. To all my subjects in Orissa I send my cordial wishes for their happiness and prosperity ".

His Excellency the Viceroy continues :—

" For myself I fully realise that you, the people of Orissa, have striven long and earnestly for the union under one Government of all the Oriyas and for the creation of a separate province of Orissa. You have to-day achieved your ambition and I am gratified that it falls to my lot to send you my most sincere congratulations.

Your future destinies are in your own hands and after no long period you will, in common with the other older provinces of British India, have full responsibility for the conduct of the administration. Difficulties will no doubt confront those who are first called upon to hold office under the new Constitution, for I recognise that Orissa has not the same material resources as other more fortunate provinces, but I am confident that the Ministers of the future and the members of the Legislature will face those difficulties with courage and determination and will succeed in making Orissa, the ancient home of Hindu religion and culture, a worthy unit in the great Federation of India ".

I have also the pleasure of conveying to you the personal good wishes of Their Excellencies Lord Brabourne, Governor of Bombay, Sir James Sifton, Governor of Bihar, and Sir Launcelot Graham, Governor of Sind, all of whom I have seen during the last week.

I have the following message to read to you from His Excellency Sir James Sifton :—

" Please convey to the Oriya people my congratulations upon their re-union and attaining to the distinction of a separate province. This has long been their ambition and Bihar which has been so long connected with them wishes them future prosperity."

I have taken what perhaps may be a liberty in sending in your name a message of good-will to Sir Launcelot Graham and to our sister province of Sind, which, at this moment like Orissa, is coming into being.

We have now to look to the future. The energy and perseverance of the leaders of the movement for the creation of an Oriya province, and the labours of those, who have helped in working out the details of its formation and securing its statutory basis, have given to the new province a *body*. It remains for us to give it a soul, to see to it that, through all kinds of activities, governmental and otherwise, Orissa shall contribute of its best to the promotion of happiness within its own borders, throughout India and in the world at large. The times are difficult indeed, and Europe and through Europe the whole world has been overshadowed for the last few weeks by a dark cloud of apprehension, and there are, as yet, no certain signs that the sky is clearing. No part of the world can now live to itself alone. But by bringing to its own affairs a spirit of energy, foresight and, above all, conciliation, every nation, state or government, can add to the well-being of the world—in the words of a great historian it can " give a distinctive and honourable contribution to the civilisation of mankind ". Let us resolve to make the best possible use of our own opportunities.

To the British Commonwealth of Nations and indeed to the world His Majesty the King in his broadcast message a month ago spoke of his father's long years of *unstinted service*. It is such kind of service that we are required to render to Orissa and through Orissa to the larger units in which it is comprised. Let us remember the injunction of the poet Wordsworth :

> " Give all thou canst. High Heaven rejects the lore
> Of nicely calculated less or more ".

I have only now to thank you once again on my wife's behalf and on my own for the cordiality of your welcome to us : to assure you that, God helping me, I will do my best during my term of office to serve the people of Orissa ; and to wish the province of Orissa very many happy returns of this, its birthday.

## B.—Speech delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., on the 8th May 1936 as President of the Orissa Advisory Council at its first meeting held in the Municipal Hall at Puri.

MEMBERS OF THE ORISSA ADVISORY COUNCIL :

It is my privilege to-day to take a further step in the establishment of the Orissa province, in carrying out the commands of His Majesty the King in Council to constitute an Advisory Council and to refer to them all such matters as I think fit.

I am reminded to-day of an experience of some 15 years ago when with two of those here present I listened to that very distinguished Indian, the first Lord Sinha, inaugurating the Legislative Council of Bihar and Orissa. In the brief speech he then delivered, he laid special stress on the need for *continuity*. I was greatly impressed when listening in the House of Commons to the debate on the Order in Council constituting Orissa three months ago, that precisely the same point was taken by the leading speaker on the Opposition benches and accepted as a very proper one on behalf of His Majesty's Government. I am glad to think that in exercising my power of nomination to this Council I have been able to secure the services of practically everyone, who, immediately before the date of the inception of the province, was representing any part of Orissa in a provincial legislature, and have thus secured a very considerable degree of continuity. I may say that in order to do so I found myself obliged to curtail somewhat narrowly my powers to nominate officials to this Council.

Since I am speaking in the main to gentlemen accustomed to the practice of legislative bodies, it seems to me appropriate briefly to explain to what extent the practice of such bodies has been adopted in this Council. In the first place I have allowed the right of interpellation. But in doing so I have had to bear in mind that the Secretariat has only just been organised, and is housed in temporary quarters under conditions of considerable discomfort. It is not possible for it to function with the smoothness of an old establishment. The same condition prevails in the offices of heads of departments. I have, therefore, reserved the right to disallow questions freely. I shall do my best to exercise it with due regard to the feelings of members putting in questions, but it will certainly have to be exercised where the information, especially information of a statistical character, is not readily available and cannot be obtained without throwing a disproportionate burden on the Secretariat or the local officers. Since your sessions will probably be short ones, it may somewhat frequently happen that the answers to questions which have been admitted cannot be supplied during the session. I propose to order that such questions shall be placed on the agenda of the next session without fresh notice.

In regard to resolutions they will be treated as requests to me as Governor to refer to the Council for their advice on the subjects covered by them. I shall admit any resolution that raises a matter of urgent importance to the province, and, as far as possible, gives adequate

time for its discussion. In particular, I propose to refer to the Council, as soon as possible after the report of the Expert Committee is received, the very important question of the site of the New Capital. But I feel sure that you all agree that, while there is a great deal to be done in this year in getting the administration into smooth working order, I have no mandate for initiating new policies and thereby committing the future Ministers, nor are there in the present year funds adequate for implementing such policies. This position suggests that it is undesirable for me to permit a very wide range of discussion by way of resolution, where such discussion cannot bear fruit till after provincial autonomy based on the new electorate has come into being.

Lastly I should like to say a word about my decision to preside, as an ordinary course, over your deliberations. In the first place, I trust it will give me the opportunity of close personal contact with some of those whom I expect to be in one way or another prominent in the affairs of the province during my term of office. Secondly this Council is designed to give me advice and I have always found that the best channel for the reception of advice is the ear.

I have now the pleasure of welcoming you all as members of the Orissa Advisory Council and of assuring you that I shall give my very earnest consideration to the advice which you individually or collectively may tender to me from time to time during this year of transition.

## C.—Address delivered by His Excellency Sir John Austen Hubback, K.C.S.I., I.C.S., before the Members of the Orissa Legislative Assembly on 30th August 1937 at its first session held in the Ravenshaw College Hall.

MR. SPEAKER, MEMBERS OF THE ORISSA LEGISLATIVE ASSEMBLY :

I have already in private congratulated you, Sir, on your election to the post of dignity which I feel sure you will fill with very great credit. I should like to give you now my congratulations in public.

Next I want to welcome you all. I hope during your sessions I may have opportunities of continuing old friendships and of making new ones. May I give a special welcome to the two lady members ? They are returned from general constituencies of which the electoral roll recognizes no distinction of class or creed. Such constituencies are, I believe, unique in India save for similar ones in Assam. I have no doubt that the lady members of this Assembly will fully demonstrate the wisdom of the electoral provisions which have brought them here.

I am not here to-day to make a political speech. Indeed I should like to dispel the idea, if such an idea exists, that either now or on future occasions of this kind I am voicing the views or announcing the policy of my Ministers. They are quite capable of doing that themselves and will have many opportunities of doing it here, and elsewhere. But may I say one thing, that I am profoundly thankful that I can come to-day to address you as a legislative body in and likely to remain in being.

There is one particular point of contact between the Legislative Assembly and myself. That is the rules for the conduct of your business. The task of framing these rules in the first instances was placed upon me under the provisions of the Government of India Act ; and I should like to acknowledge the assistance I received from the Secretary to the Assembly in performing this duty. It is for the Assembly to alter, as may be desirable, the greater part of the rules. I understand that you have already taken this into consideration. A few of the rules are reserved to my discretion after consultation with you, Mr. Speaker. Pending their revision I trust that the existing rules, which are based on the rules and standing orders of the Bihar and Orissa Legislative Council, will prove to be reasonably convenient for the conduct of your business.

You are called upon to undertake in your first session one of the most important functions of a Legislative body, the consideration of the financial proposals of the Ministry, and the voting of supply to carry on the business of Government. I take it that all of you like myself would be glad if more money was available for the many urgent needs of the province, not the least being the mitigation of damage by flood. But as things are, I am sure that you will realise that all desirable projects cannot be immediately put into action.

I have only one more thing to say. I speak with some hesitation, with some reluctance to parade in public my deepest convictions.

Most of you are Hindus, a few of you are Moslems and a few again like myself are Christians. But in Orissa it may, I believe, be said that all of us agree that, to use the valuable though very inadequate words of an English essayist there is " a Power not ourselves that makes for righteousness ". Our instincts, our up-bringing and our experience lead us to clothe that idea in diverse ways, when we come to think out the nature and attributes of that Power. But it is a Power to which we all as humble men of heart may combine to appeal. It is on this assurance that I place before you certain passages from the prayers that are read before every sitting of the Houses of Parliament. They are that—

" God may direct and guide us in all our consultations ". That " We may lay aside all private interests, prejudices and partial affections ", and finally that " The result of our counsels may be to the public wealth, peace and tranquility of the realm and the uniting and knitting together of the hearts of all persons and estates within the same ".

I take leave of you, Sir, and of you all and pray that the blessing of Almighty God may rest upon your labours.

## APPENDIX IV.

### Sources of information available to Public.

CHAPTER II.—Finance.

Budget speeches for 1937-38.

Financial statements for Orissa 1937-38 and 1938-39.

CHAPTER III.—The Legislature.

Proceedings of the Orissa Advisory Council.

Proceedings of the Orissa Legislative Assembly.

CHAPTER IV.—Local Self-Government.

Resolutions on the working of the District Boards and the Municipalities in North Orissa for the years 1936-37, 1937-38 and 1938-39.

Annual reports on the working of the District Boards and the Municipal Councils in South Orissa for the years 1936-37, 1937-38 and 1938-39.

CHAPTER V.—Education.

Reports on the progress of Education in Orissa for the years 1936-37, 1937-38 and 1938-39.

CHAPTER VI.—Public Health and Medical Relief.

Annual Public Health Reports, 1936, 1937 and 1938 and the annual vaccination reports, 1936-37, 1937-38 and 1938-39.

Annual reports of the Orissa Medical School, Cuttack, for the years 1936-37 and 1937-38.

Triennial report on the working of the hospitals and dispensaries, 1936—38.

CHAPTER VII.—Maintenance of the Peace, Administration of Justice, Jails and Registration.

Annual reports on the administration of the Police in the Province of Orissa for the years 1936, 1937 and 1938.

Reports on the administration of Criminal justice in the Province of Orissa for the years 1936—38.

Reports on the administration of Civil justice in the Province of Orissa for the years 1936—38.

Administration reports on Jails in Orissa, 1936—38.

Statistical Returns with a brief note of the Registration Department in Orissa, 1936—38.

CHAPTER VIII.—Excise and Salt.

Reports on the administration of the Excise Department—1936-37, 1937-38 and 1938-39.

Reports on the administration of Salt—1936-37, 1937-38 and 1938-39.

CHAPTER IX.—The Land and the People.

Reports on Land Revenue administration in North Orissa, 1936-37, 1937-38 and 1938-39.

Reports on Land Revenue administration in South Orissa, 1936-37, 1937-38 and 1938-39.

Reports on the management of Wards and Encumbered Estates, 1936-37, 1937-38.

Reports on the management of Wards and Encumbered Estates in North Orissa, 1938-39.

Reports on the management of Wards and Encumbered Estates in South Orissa in 1938-39.

Annual reports on Survey and Settlement and maintenance of Land Records operations in Orissa for the years ending the 30th September 1937 and 1938.

Annual progress reports on the Forest administration in the Province of Orissa for the years 1936-37, 1937-38 and 1938-39.

Administration and progress report of the Public Works Department (Roads, Transport and Buildings), 1936-37 and 1937-38.

Administration and progress report of the Public Works Department, Irrigation, for 1936-37, 1937-38 and 1938-39.

CHAPTER X.—Agriculture, Livestock and Co-operation.

Annual reports of the Agriculture Department in Orissa for the years 1936-37, 1937-38 and 1938-39.

Annual reports of the Civil Veterinary Department, Orissa, for the years 1936-37, 1937-38 and 1938-39.

Reports on the working of the Co-operative societies in Orissa, 1936-37, 1937-38 and 1938-39.

CHAPTER XI.—Commerce and Industry.

Annual reports of the Director of Industries, Orissa, for the years 1936-37, 1937-38 and 1938-39.

Annual reports on the Indian Factories Act, 1934, in the Province of Orissa, 1936, 1937 and 1938.

Annual reports on the working of the Indian Trade Unions Act, 1926, in the Province of Orissa for the years ending the 31st March 1937, 1938 and 1939.

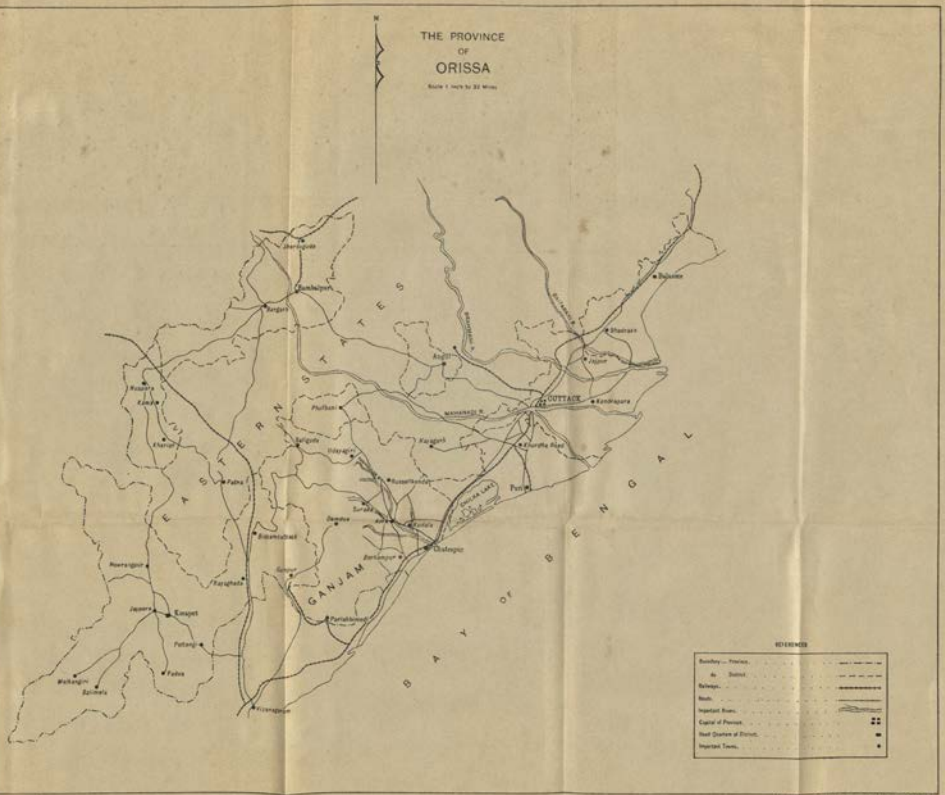
Reports on the Maritime Trade of Orissa for the years 1936-37, 1937-38 and 1938-39.

## GLOSSARY.

| Vernacular. | | English. |
|---|---|---|
| *Ayurveda* | .. | Medical Science of the Hindus. |
| *Bazar* | .. | A market or shops. |
| *Bethi* | .. | Impressed labour. |
| *Begari* | .. | The act of compelling one to work gratis. |
| *Bhang* | .. | An intoxicating drug obtained from the leaves of hemp-plant. |
| *Bhadai* | .. | Autumn crop. |
| *Bhet* | .. | Present or gift. |
| *Biri* | .. | Powdered tobacco leaf rolled up in dry leaves for use as indigenous cigarettes. |
| *Chua* | .. | A kind of oil prepared from resin. |
| *Chaukidar* | .. | Village watchman. |
| *Daffadar* | .. | Head village watchman. |
| *Dandasi* | .. | A criminal tribe. |
| *Dai* | .. | Maid servant, midwife. |
| *Fasli* | .. | Literally agricultural. In South Orissa the term means Revenue Year. |
| *Ganja* | .. | Inflorescence of the hemp-plant which is generally smoked for intoxication. |
| *Gola* | .. | Granary or store-house. |
| *Gur* | .. | Raw sugar. |
| *Guru* | .. | Teacher. |
| *Gomangal Samiti.* | | Society for the welfare of cows. |
| *Harijan* | .. | Literally, creature of God. A term introduced by Mr. Gandhi to designate members of the depressed class Hindus. |
| *Jhankar* | .. | Village chaukidar in Sambalpur. |
| *Kamdar* | .. | Expert cultivator. |
| *Khasmahal* | .. | Estate under the direct management of Government. |
| *Khanapuri* | .. | Preparation of the draft record-of-rights in lands after the survey is completed. |

| Vernacular. | | English. |
|---|---|---|
| *Karanam* | .. | Village revenue officer. |
| *Madrasa* | .. | School for education in Urdu, Persian or Arabic. |
| *Maktabs* | .. | Elementary village school for education in Urdu. |
| *Mela* | .. | Fair or religious congregation. |
| *Pachwai* | .. | Beer made from grain, usually rice. |
| *Panchayat* | .. | A committee, a body of arbitrators generally five in number. |
| *Patwari* | .. | A rent collector. |
| *Pan* | .. | An untouchable low caste. |
| *Purdah* | .. | Screen. |
| *Rabi* | .. | Spring harvest. |
| *Raiyat* | .. | A tenant cultivator. |
| *Rath Jatra* | .. | Car festival. |
| *Tari* | .. | A fermented juice of the palm tree. |
| *Tol* | .. | School for Sanskrit education. |
| *Zenana* | .. | Females. |

OGP (Rev) 883—280—10.3.1941.




Drawn & Lithographed in the Bihar Survey Office, Gulzarbagh, Patna.

00133096

Digitized with financial assistance from

Government of Maharashtra

on 30 January, 2020